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The Journal of the Coalition for a Livable Future

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PARTICIPATION



Connections is the journal of the Coalition for a Livable Future (CLF), a network of nonprofit organizations in the Portland-Vancouver metropolitan region who share a commitment to just, affordable and sustainable communities. Founded in 1994, we have grown from a small group of dedicated activists to 60 diverse member organizations.

CLF Members meet regularly to learn about and discuss current issues of interest, and make policy decisions for the Coalition. Our Board of Trustees makes decisions about budget and fundraising issues, personnel, strategic planning and interim policy issues. Coalition members are invited to join one of several working groups devoted to specific issues, including affordable housing, greenspaces and natural resources, and transportation reform.

Who's Who in the Coalition for a Livable Future...

The following people are elected members of CLF's Board of Trustees.

Jo Ann Bowman, Member at Large Ron Carley, Audubon Society of Portland

Sam Chase, Executive Director of Community Development Network Steve Johnson, Member at Large Mary Kyle McCurdy, Staff Attorney for 1000 Friends of Oregon Marcy McInelly, Board Member of American Institute of Architects Ian Slingerland, Community Organizer for Community Alliance of Tenants Ross Williams, Outreach

Coordinator for Citizens for Sensible Transportation

CLF Staff members include: Jill Fuglister, Coordinator Teresa Huntsinger, Assistant Coordinator

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Why Participate in Planning

There are numerous barriers to meaningful community involvement in public decisionmaking. Government decision-making processes are often complex and time consuming. People today have less time than they used to. More and more people are cynical about government in general, and believe that participation will not actually affect government decisions. For people with low incomes, the costs of transportation, childcare, and access to information can be added barriers.

Yet, public participation is a core principle of democracy. It is both our duty and our right as citizens to participate in government and civil society. And it is the job of our democratic government to facilitate public involvement in its decision-making and to conduct its business in an open manner. Without the strong voice of ordinary people being heard, democracy loses its meaning.

This issue of *Connections* explores community involvement in several different policymaking and planning efforts. Each case helps us understand better the importance of "meaningful public participation," and what it takes to make community involvement processes more effective. While it can be cumbersome and slow, true public participation is critical to making good decisions that serve the community.





Meet Sam Chase, CLF Board Member

Sam Chase loves Portland because of its access to nature and its livable and diverse urban environment. Being a member of the CLF Board allows Sam to help advocate for and protect our region's assets. Sam is the Executive Director of the Community Development Network, an organization that provides a voice for affordable housing in our community. Prior to joining CDN, Sam was Program Director for the Clackamas Community Land Trust, where he led the successful startup of a nonprofit affordable

housing organization that permanently protects affordable housing by incorporating the environmental land trust model. As former Portland City Commissioner Gretchen Kafoury's housing advisor, he advocated and co-led efforts to pass a housing preservation ordinance and other progressive housing policies. His other community experience has included co-founding XPAC, and serving on the boards of Portland Community Land Trust and Northwest District Association.

The Work of the Coalition for a Livable Future

In addition to doing research and public education, the Coalition advocates for progressive regional policy regarding land use, transportation, housing, public investment, economic equity, food access and the environment. CLF draws connections between growth management and social justice. We recognize that the economic and social health of one city depends on the health of its neighbors. Thus, we strive to promote "regionalism," a way of looking for the links between the cities and counties within our urban area, and beyond.

The Benefits of Joining a Coalition

The Coalition currently consists of 60 member organizations. By joining the Coalition, your organization is helping to create a stronger, collective voice for a just, sustainable region. A diverse membership allows us to understand each other's issues and concerns, to find common ground, to share resources and information, and to collaborate in seeking funding for our common work.

Responsibilities as a Coalition Member

There are a variety of ways to be involved as a member of the Coalition for a Livable Future. Members must support CLF's mission and objectives (see page 15). Members may participate in any of our working groups, as well as our full Coalition and Board of Trustees meetings, and other CLF events.

Citizen Participation in the Johnson Creek Watershed

By Steve Johnson

ohnson Creek, in SE Portland is a drop in the sum of the Columbia River basin. It is, after all, only a 54-square mile watershed. Yet this small creek has an allure that seems out of proportion to its size.

Johnson Creek has been, and continues to be, both loved and loathed by the citizens of Portland. It has encountered many of the customary problems of urban streams: poor water quality, degraded habitat, and the impacts from attempts to control or alter natural flooding. The creek has resisted easy remedy for many years. Several government agencies took on the task of solving the issues that plagued Johnson Creek, producing 46 reports and/or plans over a 50-year period. Citizens created a storm of protest at various times, contesting the science, the cost, and government itself. The story of this small urban stream provides a rich illustration of how citizen participation is critical to determining solutions for environmental problems. It wasn't until the 1990s, when government agencies adopted a revised policy of co-producing studies and plans alongside citizens, as well as working hand-in-hand with over 175 nonprofit organizations to physically restore the watershed, that progress was finally achieved.

A History of Failure

The earliest descriptions depict Johnson Creek lively with fish, deeply forested, and, even then, renowned for flooding. A few pioneers quickly logged large stretches of the watershed for use in supporting the booming growth of Portland. As land was cleared, farms were established. The first public works project, during the Great Depression, involved bend and channel corrections. Gradually farmers moved out of the watershed while commercial and residential development moved in, and flooding became a major concern. In the decades between the Depression and the 1980s, several reports recommended large, expensive projects administered by governmental agencies, all of which focused solely on flooding, and all of which were summarily rejected by residents, often due to cost and a perception that solutions were forced upon them. In 1980, soon after its formation, Metro formed a Local Improvement District (LID) in the Johnson Creek basin as part of an urban stormwater management plan for the region, and approved the recommendations of a Johnson Creek Task Force. Because Metro was relying on federal Clean Water Act money, which came with requirements for citizen participation, the agency was more deliberate in its attempts to involve the general public. Metro established an information center and held public hearings, one of which was halted by the Fire Marshall when the "unruly" crowd of 700 exceeded the capacity of the auditorium.

It was during this period that the first citizen groups formed to focus on Johnson Creek. An Up the Creek Committee was stridently anti-government and opposed Metro's plan. The tax measure to fund the plan was soundly defeated by voters and, as with every agency preceding it, Metro abandoned its Johnson Creek plan. However, Metro did commission an analysis by Ethan Seltzer, pointing out the complexity of past failings. Seltzer wrote that the environmental problems were perceived by residents to be political or institutional, not physical. Citizens were as much outraged about the process as the content. While some residents were concerned about flooding, they were a minority. Others were more concerned with maintaining their rural lifestyle. There were also multiple communities of interest in the watershed, each with different perceptions of Johnson Creek, and citizens did not agree on the basic definition of the basin's boundaries.

> Johnson Creek, continued on page 10.

CLF member organizations:

American Institute of Architects, Portland Chapter American Society of Landscape Architects Association of Oregon Rail and Transit Advocates Audubon Society of Portland **Better People Bicycle Transportation Alliance** Cascadia Behavioral Healthcare Citizens for Sensible Transportation **Clackamas Community Land Trust** Columbia Group Sierra Club Columbia River Inter-Tribal Fish Commission **Community Action Organization Community Alliance of Tenants** Community Development Network Creative Information, Transformation, Education Ecumenical Ministries of Oregon **Elders in Action** The Enterprise Foundation Environmental Commission of the Episcopal Diocese of Oregon Fair Housing Council of Oregon Fans of Fanno Creek Friends of Arnold Creek Friends of Clark County Friends of Forest Park Friends of Goal Five Friends of Rock, Bronson and Willow Creeks Friends of Smith and Bybee Lakes Friends of Tryon Creek State Park Growing Gardens Hillsdale Neighborhood Association Jobs With Justice Johnson Creek Watershed Council The Justice and Peace Commission of St. Ignatius Catholic Church League of Women Voters of the Columbia River Region Mercy Enterprise Northwest Housing Alternatives 1000 Friends of Oregon **Oregon Council of Trout Unlimited Oregon Environmental Council Oregon Food Bank** Oregon Sustainable Agriculture Land Trust People's Food Co-op Portland Citizens for Oregon Schools Portland Community Land Trust Portland Community Reinvestment Initiatives Portland Housing Center Portland Impact **REACH** Community Development Corp. ROSE Community Development Corp. Sisters of the Road Cafe Southeast Uplift Neighborhood Program Sunnyside Methodist Church **Tualatin Riverkeepers Tualatin Valley Housing Partners** Urban League of Portland Urban Water Works The Wetlands Conservancy Willamette Pedestrian Coalition Willamette Riverkeeper Woodlawn Neighborhood Association



CLF has several working groups made up of folks interested in a variety of livability issues. Working groups guide the Coalition's activities, and they are one way for interested individuals and organizations to get involved with CLF. Working groups are open to any who wish to participate! For more information, please contact the working group chairperson.

The Transportation Reform Working Group (Transformers) consists of individuals who are interested in reforming transportation throughout the Portland region. We meet the third Thursday of the month. For information call Catherine Ciarlo, Bicycle Transportation Alliance, 503-226-0676 ext. 12 or email Catherine@bta4bikes.org.

The Natural Resources Working Group consists of individuals who are interested in maintaining, preserving and expanding our system of Greenfrastructure, which includes parks, streams, rivers and wetlands. floodplains and natural hazard lands. We work to affect policy that impacts water quality, fish and wildlife habitat, and other natural resources both within and outside the Urban Growth Boundary. For more information call Jim Labbe, Audubon Society of Portland, 503-292-6855 ext. 112 or email jlabbe@audubonportland.org.

Affordable Housing NOW!

is a movement of individuals and organizations acting to address the Portland metropolitan region's affordable housing shortage and the devastating impact it has on our families and communities. For more information call Ian Slingerland, Community Alliance of Tenants, 503-460-9702, email iancat@aracnet.com, or visit www.cdnportland.org/ahn.

The Vision Action Network: Facilitating the Future

By Kamala Bremer

F ollowing two decades of explosive economic and population growth, today's profile of Washington County shows clear evidence of rapid change: an increasingly diverse population; a mix of rural, traditional suburban and newer mixed-use neighborhoods; and a range of major employers, from electronics leaders and corporate world headquarters, to nurseries, wineries, forests and farmland.

Over this growth period, local resources were focused on meeting physical infrastructure needs, such as roads, bridges, schools, churches, high-tech manufacturing facilities, and hospitals. But in 1999, the Board of County Commissioners asked that a new approach be developed to update the County's long-range plan, an approach that would consider a broader range of needs. "It was time that we looked beyond the traditional confines of County government," Roy Rogers, a Washington County Commissioner, later recalled.

Beginning with a visioning process conducted with 100 diverse community leaders, the County learned that key community needs were not being met, and existing service organizations were unable to address the needs on their own.

It was clear from the beginning that a new model for planning and taking collective action was needed. Andy Duyk, another County Commissioner, summarized the problem: "Folks run into each other in small towns. Leaders know one another and, in healthy communities, they naturally work together...In our large community, those relationships don't naturally occur."

Thus the VisionWest project was created. A countywide effort, VisionWest sought to identify, understand and develop strategies around community issues. Active outreach to the entire community was conducted, resulting in over 200 separate discussions over a four-month period. These dialogues expanded beyond the usual County contacts, by asking "Who else should we talk to?" at the end of each meeting, and then following up on the suggested contacts. Don Bohn, Senior Deputy County Administrator and manager for the process, said, "Each conversation provided a better understanding of how we fit into the larger community puzzle."

Based on input from 1400 individuals ranging from corporate CEOs to newly arrived farm workers—eight issues of broad community concern were identified: basic needs, environment, housing, children and families, education, aging and disabilities, behavioral health care and primary health care. All participants were invited to an "Evening of Celebration" at an area high school, and over 600 attended. The County Chair, Tom Brian, summarized the event by saying, "I will never forget that evening because all of Washington County showed up."

In the next phase of the process, 400 volunteers formed Issue Teams to refine the issues, complete a rigorous analysis and develop strategies. Because the teams were so diverse, there were times when different ideas and points of view emerged and tensions were raised. A critical strategy in helping the groups move forward was to clarify that the process was not about gaining access to financing or resources, it was about solving shared problems. The County also clarified its role as a supporter, not the controller: the process was about planning for the entire county population, not developing a traditional county government plan.

Interestingly, in addition to developing a detailed list of specific strategies, every issue group identified a need for greater collaboration among the community's many well-developed sectors, enhancing capacity not just within sectors, but across them as well.

At the end of the process, no organization was in the position to move this list of countywide, cross-sector recommendations forward. Therefore, the Vision

NETWORKACTIONON



Participants in the Faith Forum had a chance to get to know one another and to reflect on common challenges during several table discussions. Its organizers (photo right) were pleased with the results. Photos by Walt Peck.

Action Network (VAN) was created in 2002 as a permanent forum to collaboratively develop, prioritize and implement a true community agenda.

The VAN Board of Directors includes leaders from business, education, non-profit and public agencies, health care and the faith community. This diverse membership models the collaborative connections the agency seeks to create. "We're in a position to bring about change quickly because we can tap into the power of our colleagues," Conrad Pearson, a business owner and Chair of the VAN board of directors, said.

In its 15 months of existence, the VAN Board has focused on developing the civic infrastructure necessary for addressing community:

- VAN facilitated formation of the Inter-Religious Action Network (IAN). Made up of faith leaders from Christian, Jewish, Muslim and other traditions, the group is dedicated to working with one another to resolve quality-of-life issues for county residents. The group's second annual Community Faith Forum on October 15th 2003 will focus on housing/ homelessness issues, and on hunger in Oregon.
- VAN's work with others to create an affordable housing trust fund has resulted in the creation of the Community Housing Fund in April 2003. The Fund aims to combine public, private and philanthropic resources to leverage financing for the construction and rehabilitation of rental and owner housing that will serve people neglected by the mainstream housing market. Beginning with a challenge grant of \$310,000 from the Washington County Board of Commissioners, the Fund is currently in an intensive fundraising phase.

VAN's current priority is to develop a Volunteer Center. While most other large communities have a central location for promoting, recruiting and supporting volunteerism, Washington County does not. Co-convening a process with the Commission on Children and Families, and involving a wide range of community groups, VAN hopes to have a program implemented by June of 4004.

The Vision Action Network has achieved early success due to a few essential ingredients. First, a broad base of active community involvement helps guide VAN and its many partners. This is essential because the problems VAN seeks to address cannot be resolved by any single organization alone. Second, leaders in each sector have been willing to evolve into roles of facilitator and participant, enhancing the ability of each to serve as a progressive team player. Finally, ongoing forums have been established that will attend to the health and productivity of Washington County's "civic infrastructure" with the same care and attention that is paid to its roads, bridges, hospitals, churches and schools.



The Vision West process was indeed unique. VisionWest was initiated by county government, but with the County's active support, became a community-owned process. The process identified needs—many of them related to large social issues that a single organization or sector cannot address alone. And VisionWest resulted in an autonomous organization, the Vision Action network, whose diverse leadership enables the agency to facilitate and support community efforts to take on even the largest issues.

For more information, contact the Vision Action Network, 503-846-5792, or visit www.visionactionnetwork.org.

Kamala Bremer works as a consultant with human and community service organizations on planning, organizational systems development and presentation of programs to the public. Her writing has appeared in professional journals and many government reports. She is currently contracting with the Vision Action Network Board of Directors to refine roles and management systems for the developing organization.

Portland's Interstate Corridor: A Study in Contemporary Urban Renewal and Community Involvement

By Kalima Rose

he Interstate MAX light rail line is expected to open this spring, well ahead of schedule and under budget. Despite this remarkable success, the project has not been without controversy. Due to the community's negative experiences with past urban renewal projects, the City made an effort to create a strong community involvement process for designing the light rail and surrounding developments, and for guiding the use of urban renewal funds for other community projects. Was this process a success? Did it result in development that meets the community's needs? What lessons can we learn?

Urban Renewal in Interstate

After a bond measure to fund North-South light rail was defeated in 1996, (the measure passed in areas that would be served by the light rail but was defeated in suburban areas), the City of Portland, Metro, and Tri-Met developed a plan for the north section of the line, with a reconfigured alignment, which became Interstate MAX. a 5.8-mile extension through North Portland on Interstate Avenue. The City had to generate \$30 million to match federal funding for the project, so it created the Interstate Corridor Urban Renewal Area (ICURA) to generate the funds. The 3,771 acres designated to comprise the ICURA encompass most of 10 North/Northeast Portland neighborhoods, making it the largest urban renewal district in Portland's history.

The neighborhoods in the Interstate Corridor are the city's most racially diverse, and they have historically been the stronghold of Portland's African-American community. Interstate neighborhoods have also had higher poverty rates than the city as a whole. The area's attractive housing stock, relative affordability and proximity to downtown Portland, combined with growth in the 1990s economy and efforts to extend the light rail through the community all contributed to a wave of gentrification that has not abated to date. From 1990 to 1996 the Elliot neighborhood demonstrated a 200% increase in housing prices, while Piedmont, Humboldt, Boise, and King demonstrated a 125-200% increase. Meanwhile, incomes remained fairly constant, adding to the increased pressures of gentrification.

You can have good community involvement and a wonderful plan. More, however, is needed to ensure that the plans materialize the way the community envisioned.

urban renewal benefits to existing Interstate residents, and—through significant agitation on the part of the community unity envisioned. unity envisioned.

It was against this backdrop that the Interstate Urban Renewal Area was formed. Urban renewal, the statesanctioned plan to help communities improve and redevelop areas that are physically deteriorated, unsafe or poorly planned, has not had a favorable history among many residents within the ICURA—most particularly among African American residents. They recall the massive removal of housing and businesses for Memorial Coliseum in the 1950s, for the construction of Interstate-5 in the 1960s, and yet again for the expansion of Emanuel Hospital in the 1970s.

The attempt to do things differently

Public officials committed themselves to "doing things differently" in the ICURA, to not repeating the legacy of "urban removal." They established two simultaneous processes: door-to-door canvassing followed by a "community tour" of the five proposed station areas with community input mechanisms; and the commencement of the Interstate Corridor Urban Renewal Advisory Committee (ICURAC). The 54-member committee was formally charged to advise the Portland Development Commission (PDC) on the boundaries of the Interstate Corridor Urban Renewal Area, the creation and support of urban renewal efforts, and the spending of urban renewal funds.

tool for urban renewal within the Interstate Area (unless neighborhood residents themselves identified problem properties that needed to be condemned).

By November 1999, the community

organizations, businesses, institutions

ICURAC began their work. The group

crafted guiding principles for the area

that prioritized community involvement

in planning and implementation, accrued

and public agencies that constituted the

Four workgroups were formed by the ICURAC and charged with writing strategies to address economic development, housing, community livability and transportation. These workgroups produced thoughtful documents, with strategy recommendations that addressed their area of focus.

In addition, funding was secured from the Bureau of Housing and Community Development to canvass Interstate neighborhoods and survey residents. Community groups that were familiar with the community and credible within it were called upon to carry out the doorto-door survey and involve residents in the process. The Portland Department of Transportation (PDOT) hired community involvement specialists, and a team of personnel from Tri-Met, the City of Portland and Metro staffed an information office in the Interstate area, which held weekend and evening hours to ensure that they would be available to answer questions.

Ultimately, money has been the rub

With the impending deadline in August 2000 for submission of the federal transportation grant proposal, the City

Community LVEMENT

was anxious to pass approval of the Urban Renewal boundaries and issue a \$30 million bond to meet the local match. Thus, before budget specifics were prepared and presented to the ICURAC, the committee was moved forward to endorse a proposal for City Council approval. Initially, the community had been given ballpark figures of a \$300 million budget generated through tax increment for the district. Later in 2001. after the light rail bond had been issued, the Portland **Development Commission** came back to the ICURAC

with revised figures of \$200 million, most of which would come in later years because significant tax increment already was committed to light rail bond financing.

During this time, CLF and the Community Alliance of Tenants began organizing the Interstate Alliance to End Displacement. Negotiations in the community focused on ensuring that other city, state, and federal resources would not be pulled back under the rationale that tax increment now existed. They prioritized rental assistance, small loans to mom and pop landlords, homeowner anti-displacement assistance, and education and outreach to ensure residents could access the programs. City Commissioner Erik Sten offered to try to find a few million dollars in the general fund budget to help prevent displacement in the years before more tax increment financing would become available. The recession hit during these negotiations and ultimately only \$150,000 for a displacement prevention assistance pilot project was forthcoming.

In addition to the agency budget cuts that resulted from the economic downturn, an Oregon Supreme Court decision in favor of Shilo Inns and against Multnomah County reduced the amount of taxes that local governments are able to collect in urban renewal districts. This



The Interstate light rail line will open in the spring of 2004. Community residents' hopes for financing of affordable housing and economic development in the Interstate Corridor Urban Renewal Area have not been fulfilled.

meant the actual amount of urban renewal funding available for Interstate was much smaller than PDC and ICURAC had initially anticipated and planned for. The housing strategy had anticipated a meager \$900,000 allocation in the 2001/ 2002 Fiscal Year, yet realized only a \$51,250 allocation. Deep budget cuts were similarly experienced in the three other subject areas. As a result, most of the ICURAC projects and strategies, principled on the idea of existing community resident benefit, were not funded. Recommendations to mitigate involuntary displacement and create wealth for Interstate residents remained laudable ideas on paper.

Lore Wintergreen, a former member of PDOT's community involvement team, said she felt that "the City failed miserably at reflecting the community's goals. They took \$30 million off the top for the light rail," she recounted, "and then said 'oops, we don't have any money for the urban renewal part of the plan.' The City failed to fulfill their commitment to the ICURAC's antidisplacement goals of infusing money for housing and economic development because they were not willing to go out on a limb to bond the money up front."

Alan Hipolito, Economic Development Director for Hacienda Community Development Corporation and CLF's representative on the ICURAC, pushed to get some of the more innovative community benefits like resident ownership of businesses in the station area developments—written into the plan. "Initially," he said, "we felt like we had good language, and an offer of significant resources. We were hopeful that something real could accrue to people this time. Now, we can't figure out what to grab onto that's tangible, because it's all so small."

Sheila Holden, the co-chair of the ICURAC, holds a long-term view. She helped craft the Albina Community Plan, and knows that it has created a measure of accountability for the kinds of

development that happen there. "It takes five years to reorient these agencies to be able to implement what the community wants," she said. While many community members who participated in the ICURAC have been frustrated by the lack of financing available for their plan, in August of 2003 she successfully negotiated an agreement from the City to leverage an earlier issuance of a \$6.8 million bond to implement what is in the plan, along with a commitment to local hiring and minority contracting in the New Columbia Hope VI project located within the ICURA.

The experience in Interstate demonstrates that you can have good community involvement and a wonderful plan, with well intentioned, visionary, and progressive policies to benefit lowincome people. Much more, however, is needed to ensure that the plans materialize the way the community envisioned.

Lessons learned

1. Use regional funding for regional projects. The Interstate light rail extension will bring benefits to the entire region; however its cost burden was placed upon a poor neighborhood, whose residents and business owners did not reap the protections that were promised. Capital investments for

> Interstate, continued on page 11.

Balancing Proactive and Reactive Involvement: Natural Resource Protection in the Tualatin Basin

By Brian Wegener

f we continue to grow without protecting the very things that attracted us here, Yogi Berra's immortal words might paint a picture of our future in the Tualatin River Basin: "Nobody goes there anymore; it's too popular."

The Tualatin River Basin covers an area of 714 square miles west/southwest of Portland, most of which is in Washington County. Washington County continues to be one of the fastest growing communities in the state. With its concentration of high tech companies, many consider Washington County to be the economic engine of the state. But with this growth and development comes a challenge to protect the public's natural resources that, to a remarkable degree, still exist in the Tualatin Basin. Indeed, it is the quality of life these resources provide that attracts businesses and jobs to Washington County.

At the top of the list of attractors in the Tualatin Basin are its natural resources. We have open spaces, a National Wildlife Refuge, and an accessible river. Most of our streams are above ground and, though seriously degraded, still provide habitat for fish and wildlife. We have nature in our neighborhoods.

Protecting nature in our neighborhoods requires two types of involvement. *Proactive* involvement is needed to develop strong regulations, comprehensive plans, permit conditions and public investment. *Reactive* involvement is needed to enforce the regulations and permit conditions, apply comprehensive plans to the landscape, and restore greenspaces bought with public funds.

Enforcing Environmental Laws

Environmental protection laws are only helpful if they are enforced. Cutbacks of state enforcement staff and limited local enforcement personnel make citizen involvement essential. Often people witness obvious violations of environmental laws but do not know who to call for enforcement. Enforcement is accelerated by calling the right agency



and being precise about the location and description of the problem.

The Tualatin Riverkeepers' Watershed Watch Program aims to improve the reporting process by directing people to the proper agency. People observing problems can call our hotline or fill out a trouble ticket on our website. (See sidebar on page 9.) We respond with advice and support. The Tualatin Riverkeepers have also produced several guides to assist community reporting and involvement, including a series of pictorial guides to erosion control of urban construction sites, farm practices, and roads.

Using the Clean Water Act

Citizens have successfully used the Clean Water Act (CWA) to protect natural resources. The tremendously successful cleanup of the Tualatin Basin's sanitary sewer system is an excellent example. Without community involvement in the form of citizen lawsuits under the CWA, this might never have happened.

Section 404 of the Clean Water Act likewise protects wetlands, which are under tremendous development pressure due to high demand for housing and commercial space. Without attention from educated community members, habitats too often succumb to fill-andmitigate development that destroys natural wetlands. Mitigation for the destruction of a wetland often involves the creation of artificial wetlands or poor

Construction of a road crossing over Summer Creek for the Murray Scholls Towncenter. Reacting to such developments has limited success. It is critical for citizens to participate in making the policy decisions that will ultimately determine where development can occur and whether natural resources are protected.

enhancement of other wetlands. Such projects have a dismal track record of failing to restore natural wetland functions. Tualatin Riverkeepers build counter-pressure by educating citizens in wetland protection regulations through our Wetland Watchdogs program and our *Citizens' Guide to Stream and Wetland Protection.*

Reacting To Threats of Development has Limited Success

The number of residents of the basin willing to get involved in protection of nature in our neighborhoods is growing. Every week citizens attend land-use hearings, advocating for greater protection of natural resources. The level of protection afforded in the local community development code generally limits success at these hearings. We are learning that reacting to proposed development is not enough. Proactive involvement in planning and local legislation is required to save what we value most.

A recent example in Tigard illustrates the limits of reactive involvement. Developers proposed Ash Creek Estates, a new housing development on a 9.5-acre remnant cedar grove on Ash Creek. Despite the opposing testimony of 24 neighboring landowners, the city council voted 5 to 0 to approve the development. It is a mixed result. Five and a half acres of upland forest will be clear-cut and most of 4 acres of streamside vegetation will be protected.

INVOLVEM Balance

The clear line of demarcation between what is protected and what is destroyed was drawn a few years ago when streamside protections under Metro Title 3 were developed. (Title 3 protects water quality and flood storage, but it does not consider habitat values and upland forest.) That line of demarcation was not moved an inch by the considerable reactive involvement in the Ash Creek land-use application process.

Proactive Involvement is Needed

Reactive efforts such as testifying at landuse hearings, commenting on permit applications and reporting violations by themselves will only slow the loss of our natural resources. Proactive involvement of citizens in policy decisions is needed to stop environmental degradation and restore habitat. Ways of getting your place at the decision-making table range from running for public office, getting appointed to the planning commission or tree board, or participating in a public process for long-range planning and policy changes. It may also be as simple as sending in your comments on proposed policy changes.

There are two current issues that would greatly benefit from proactive citizen involvement: habitat protection and stormwater management.

Protecting Fish & Wildlife Habitat

Natural resource protection falls under Goal 5 of Oregon's land-use planning system. In the current periodic review, Metro has focused on fish and wildlife habitat. Washington County and cities in the Basin have initiated a parallel process to develop a habitat protection plan. Within a year, decisions will be made regarding which lands deserve protection at which level.

Tigard's clear-cut of upland forest is just one example of the inadequacy of current legal protection of urban habitats. Floodplain habitat also has no legal protection. Metro has estimated that at the current rate of development, all floodplain habitat will be developed in a matter of years. New roads bisect creeks and disconnect wildlife corridors because habitat protection is just an afterthought in transportation planning. Sewer lines are routinely placed in stream corridors to avoid the need for pumps to move sewage.

To address these critical problems CLF, Audubon Society of Portland and Tualatin Riverkeepers are working hard to build community involvement in developing a strong, region-wide Goal 5 fish and wildlife habitat protection program.



Stormwater: #1 Pollution Problem

Another major environmental issue currently under consideration is the renewal of Municipal Stormwater Permits. Under the Clean Water Act, municipal stormwater systems are required to renew their permits every five years. These permits are supposed to place limits on the discharge of pollutants and require pollution control to the maximum extent practicable. The Tualatin Basin permit is three years past due for renewal. Stormwater permits will be renewed for all municipalities in the Metro area this year.

Weaknesses in the current permit have allowed runoff to continue to be the primary threat to water quality. Systems designed to remove pollutants from roofs and parking lots fail miserably because they are not maintained. Currently there are no legal consequences for failure to maintain systems. Land-use decisions continue to accelerate runoff, causing sedimentation and stream-bank erosion that destroy habitat and water quality. Clearly pollution is not being controlled to the "maximum extent practicable."

To change that, Tualatin Riverkeepers are monitoring the stormwater permit process and advocating for pollutant limits that are measurable and enforceable. We launched that effort with a community forum on stormwater pollution on November 1. In addition, we have developed some useful guides to help residents report stormwater problems.

Opportunities abound for both proactive and reactive involvement. You can help make sure there will be nature in our neighborhoods for generations to come. \diamondsuit

Brian Wegener is the Watershed Watch Coordinator for Tualatin Riverkeepers.

How TO GET INVOLVED: Check out the following resources for more information on urban habitat protection and how you can get involved.

Friends & Advocates of Urban Natural Areas - www.urbanfauna.org Tualatin Riverkeepers - Watershed Watch HOTLINE: (503) 590-5813 www.tualatinriverkeepers.org The Oregon League of Conservation Voters - www.olcv.org (503) 224-4011, E-mail: olcv@olcv.org

Send your comments on habitat protection to: Tualatin Basin Natural Resources Coordinating Committee Washington County DLUT 155 N First Ave., Suite 350, MS 14 Hillsboro, OR 97124 E-mail: lutplan@co.washington.or.us

Metro Planning Department Attn: Fish & Wildlife Protection 600 NE Grand Ave., Portland, OR 97232 E-mail: habitat@metro.dst.or.us

Fill Out Metro's Online Urban Habitat Protection Survey - www.metro-region. org/article.cfm?ArticleID=5929

Johnson Creek, continued from page 3.

City-wide Citizen Action

Another citizen group formed in the 1980s. It started as the Tideman Johnson Corridor Committee and its purpose was to help raise people's interest in the creek as an amenity. This group then became Friends of Johnson Creek and it built momentum to carry the cause of Johnson Creek forward. They perceived the creek itself as an asset. After all, Johnson Creek was one of the last free-flowing creeks in Portland, with some open space and native fish populations, albeit fragile and diminishing.

The mid- to late-1980s was a time when the Portland region experienced an explosion of small citizen groups that promoted watershed stewardship. For a time in the early 1990s, these groups formed an umbrella organization, Friends and Advocates of Urban Natural Areas (FAUNA), boasting 40 member organizations. Government agencies, in particular Metro and the City of Portland's Bureau of Environmental Services, also began to take a leadership role in protecting streams and expanding the region's green infrastructure. Local governments felt a sense of urgency following a successful citizen lawsuit in the Tualatin River basin against the local water agency for not enforcing federal Clean Water Act requirements. In 1990, the city brought together a group of citizens and multiple agencies to form the Johnson Creek Corridor Committee (JCCC), and assigned it the task of developing a **Resources Management Plan for the** watershed.

The JCCC was convened in 1990 and met monthly for almost five years. It had 36 members, including representatives from three counties, four cities, and four other regional and state agencies. The city assigned a full-time person to work with the JCCC, spent \$2 million to develop technical information about the watershed, and contracted with a professional facilitator to shepherd the process along.

There was another important difference between the JCCC and previous efforts in Johnson Creek. The citizen and government committee insisted that while the planning and studying move forward, participants should begin work immediately on stream enhancement projects and public education programs. The hands-on projects were critical to overcoming the force of inertia inherited from 40 years of "do nothing" in Johnson Creek, and they became an important way to forge cooperative relationships.

The JCCC's Resources Management Plan put an end to the days of single-focus solutions. It called for a whole array of ecosystem restoration and monitoring activities, and the formation of the Johnson Creek Watershed Council (JCWC), to provide citizen-based leadership in creating a stewardship ethic in the watershed. Today, the JCWC has become a well-known community organization, working with public agencies, neighborhood associations, and other groups to hold over 20 restoration and education events each year. Over 600 volunteers participated in JCWC events last year, planting more than 2,000 trees and shrubs.

The flood of 1996 put Johnson Creek back in the headlines as residents drove their cars through flooded streets and experienced extensive damage to homes and businesses. To demonstrate local support for a federal program to help residents and businesses avoid future flood repercussions, State Representative Earl Blumenauer set out to organize a convocation of public agencies, nonprofits and citizen activists, calling the event the Johnson Creek Watershed Summit. Johnson Creek Summits, first hosted in 1998, became a vehicle for facilitating the completion of the restoration plan for Johnson Creek. Over four years, more than 800 people attended the summits, representing 40 government agencies, 33 nonprofit organizations, and 12 schools. Comparing the festive and engaged atmosphere of the summits to the cantankerous meetings of the 1960s and 1970s speaks volumes about the change of heart and mind in the community. After the fourth year, the summit was transformed into the Springwater Festival, and the focus shifted from planning to implementation. The first Springwater Festival in 2002 brought more than 700 people to Gresham Main City Park for a celebration of the creek and the people who have cared for it.

In 2002, JCWC received grant funding to create the Johnson Creek Watershed Action Plan, which compiled the results of the Resource Management Plan and other studies to determine the Creek's most pressing problems and opportunities. The Action Plan will guide restoration and protection priorities in the watershed for water quality, fish and wildlife, and flood management.

Keys to Success

Some critical changes in approach made restoration efforts of the 1990s and today more successful than in previous decades. Unlike previous efforts that used a narrow definition for the communities of interest (i.e., those who were flooded) the planning process redefined the communities of interest over time to incorporate the entire watershed. In addition, while public agencies have continued to play a central role, it has been done in a unique give-and-take collaboration with citizens. Public agencies learned to incorporate the experiential knowledge of residents with the rigor of science. For example, local public agency staff designed a way for residents to indicate high water marks on their property and then incorporated that knowledge into the mapping process. Inhabitants of the watershed are also continually reminded as they travel on local streets and highways that they are entering the Johnson Creek Watershed. Around 50 "Entering the Johnson Creek Watershed" signs are posted in highly visible locations. These are some of the ways residents are learning to identify themselves as living in a watershed.

A Watershed and Community Restored

One of the changes that has come to the Johnson Creek Watershed is that there now are "eyes on the stream." There is a watchful stewardship ethic in the watershed that does not allow much to pass unnoticed. An anecdote illustrates the changed watershed consciousness. In the fall of 2000, an engineer, working to shore up a sewer trunk line that passes through the creek decided on his own to remove a beaver dam. When the nearby residents found out about the incident, they reported it the Bureau of Environmental Services. The resident



Activities at the Springwater Festival included watershed awareness and storytelling inside this giant salmon model.

beaver family and its dam were a source of pride in the neighborhood, and a site used for environmental education programs. The story spread quickly and was covered by two major newspapers, television, and radio. The city commissioner in charge of BES publicly apologized for the incident and the "rogue" engineer was eventually let go. Ten or 15 years ago, this incident would have attracted little attention. In fact, residents were more likely to ask for removal of a beaver dam, viewed as a nuisance.

It is difficult to imagine the traditional civic infrastructure that existed in Portland in the 1950s facilitating either the planning or the implementation processes that tackled the restoration of the Johnson Creek Watershed. New public processes, such as the technical and political advisory groups and the Johnson Creek Watershed Council, were of necessity developed in order to address the complex set of issues that would result in a workable restoration plan. Scientific and technical knowledge is now embedded in a social process.

A civic infrastructure for watershed restoration was built from the ground up, through the collaborative efforts of government agencies, civic organizations and residents of the watershed. In the process of seeking solutions, over 6,000 citizens became involved in this one aspect of their community. In a watershed of 175,000 people, this translates to 1 out of every 30 people involved in the process.

So, in the end, while the price tag has been steep and the physical improvements in the creek still minimal, the payback in the form of civic infrastructure has been immense. The watershed restoration effort brought together a cross-section of the population as rich as any traditional civic associational effort. Through helping to write resource management and restoration plans, by learning how to work in groups to build consensus, through involvement in a wide variety of trainings and workshops, and through participation in hands-on restoration projects, citizens in the Johnson Creek Watershed learned the essential civic skills of democratic process that are transferable to other civic ventures.

Steve Johnson is adjunct faculty at the School of Urban Studies and Planning at Portland State University. His Ph.D. dissertation on the transformation of civic life in America was awarded best of the year by the American Political Science Association's Urban Section. He lives along Johnson Creek where his family settled 125 years ago.

Interstate, continued from page 7.

regional amenities should be funded more equitably, securing funds from a broad pool of regional resources. Local urban renewal dollars should compliment the region's investments, through early, strategic, stabilizing investments in land banking, housing and existing businesses.

- 2. Provide accurate financing information. A detailed and realistic financing structure, understood by public agency staff and transparently communicated to the community is essential throughout the life of a project. The financials presented to the ICURAC were completed in haste in order to meet Federal deadlines and later proved inaccurate. Project financing must be transparent, accountable, and timely to maintain credibility and accountability of community involvement.
- 3. Create an inclusive process. Diverse stakeholder interests represented in the planning process provide a more inclusive and better quality project. ICURAC members debated important issues and shared diverse perspectives—including painful and unjust racial histories of urban renewal and exclusion from public works jobs and contracts. This was key to arriving at progressive urban renewal policy that addressed community benefits in the ICURAC.
- 4. Participate in the process and organize outside of it. Engaged and organized community members meaningfully contribute to the development of a project through the institutionally created mechanisms for participation, as well as outside of them. The community benefit strategies developed for the Interstate urban renewal area were accomplished through tireless dedication of community members involved in the process, as well as through resident organizing that called on public officials to be accountable to community needs.
- 5. Implement displacement prevention programs early. Official efforts to prevent the negative effects of gentrification were too little, too late. Community members identified involuntary displacement and unaffordable housing costs as potential negative effects of light rail development. The minimally funded programs to increase homeownership and provide rental assistance in the Interstate area were inadequate. Programs to address the negative effects of gentrification, such as land banking, dedication of funds toward low income and affordable housing, priority and referral systems for residents facing displacement must be planned and implemented early.

Kalima Rose is Senior Associate at PolicyLink. PolicyLink is a national research, advocacy, and communications nonprofit working to advance equitable development practices across regions.

SEND POSTCARDS NOW TO PROTECT STREAMS & WATERSHEDS

The Metro Council is in the process of making critical decisions about protecting sensitive fish and wildlife habitats.

New planning mandates will affect more than 28,000 acres of sensitive floodplains, wetlands, stream corridors, steep slopes and upland forest habitats inside the Urban Growth Boundary.

The outcome will profoundly affect streams, watersheds, and the quality of life in neighborhoods forever.

See www.urbanfauna.org

for more information and how you can help out! To pick up some postcards, contact Portland Audubon Society, 503-292-6855, ext. 111.



Regional Equity Atlas Project Gains Momentum

LF's *Regional Equity Atlas* Project is moving along! This project is a partnership between CLF, the Institute for Portland Metropolitan Studies, and PolicyLink. The *Equity Atlas* Project will be the first-ever comprehensive equity analysis of our region's development and growth management approach. It will explore socioeconomic conditions, regional development opportunities, and neighborhood changes to identify which communities benefit from our development approach and which ones don't. It will also describe strategies designed to close the livability gaps revealed in the maps. The *Equity Atlas* will include:

- Maps of regional equity indicators for transportation, parks and greenspaces distribution, economic equity, housing affordability and stability, education, health and food security;
- Qualitative "case studies" to illustrate equity issues that cannot be mapped;
- Equity action strategies designed to address the disparities identified in the maps.

We have convened an amazing group of mapping professionals and others to help us create these maps and the databases on which they are built – all of whom are donating their time to the project either as individuals or organizations. This summer the *Atlas* mapping team developed a set of "diagnostic maps" to test our very long list of draft equity indicators and to develop our mapping methodology. This winter we will convene a series of exploratory sessions to interpret the maps and identify which ones will be included in the *Atlas*. The *Atlas* is expected to be complete in summer 2004; however, a preview will be ready in time for the Regional Livability Summit in April. (Please see back cover for more about the Summit).

Staffing Update

This June CLF's Coordinator Jill Fuglister and her husband Matt Burke welcomed the arrival of their second daughter, Devon. While Jill was on maternity leave for the summer, CLF (and particularly our assistant coordinator, Teresa Huntsinger) was very thankful for the support of our temporary administrative assistant, Jim Waigand.

Also of note: We moved our office in May. Our current address is: 310 SW 4th Ave. Suite 612, Portland, OR 97204. Please stop by and say "Hi" if you haven't already!



How You Can Get Involved

The Coalition for a Livable Future is a network of organizations, but individuals can participate, too. Please contact Jill Fuglister or Teresa Huntsinger at 503-294-2889 or info@clfuture.org. You may also visit our website for more information at www.clfuture.org.

Join the Coalition for a Livable Future

While only organizations can be voting members of the Coalition, individuals play a very important role as our advisors and supporters.

You can participate in any of our working groups listed on page 4. Or you can volunteer for one of several projects. Please call 503-294-2889 to get connected.

Join our mailing list to receive *Connections*, the Coalition's biannual journal, and invitations to our educational forums.

To keep up to date you can subscribe to the clfinfo electronic mail listserve, a weekly digest of Coalition activities and announcements. Just send your email address to info@clfuture.org.

Financial contributions will help the Coalition continue to coordinate the regional advocacy and education work of our non-profit members. Please make checks payable to the Coalition for a Livable Future. For your convenience, a remit envelope is included in this journal.

Edward Cleary

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Help us Meet the Challenge!

We are delighted to announced that the Coalition has received a three-year challenge grant of \$200,000 from the Meyer Memorial Trust. As a "challenge grant," the funding is contingent upon CLF raising an additional \$200,000 to match the Trust's contribution.

Our deepest thanks to the Trust and to those of you who have already made donations to help us raise matching funds. If this is news to you, and you wish to help us meet the challenge by supporting CLF's work to protect community livability, please use the enclosed envelope to send in your contribution today!

Carl Abbott

Anna Aguilar

Debbie Aiona

Vivian Allison

Stephen and

Karen Bachman

Roberta Badger

Donna and

Bruce Bartlett

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Bullitt Foundation Lifton Family Fund A donor-advised grant from McKenzie River Gathering Foundation, Directed by Lydia Rich

Meyer Memorial Trust **Ralph Smith Foundation** Rose E. Tucker Charitable Trust **United Way Focus Funding Program** Washington County



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We would like to thank the individuals and businesses that contributed to CLF this year.

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Our Mission

The purpose of the Coalition for a Livable Future is to protect, restore, and maintain healthy, equitable, and sustainable communities, both human and natural, for the benefit of present and future residents of the greater metropolitan region.

THE OBJECTIVES OF THE COALITION FOR A LIVABLE FUTURE

1. Protecting, maintaining and restoring the social and economic health of our urban, suburban, and rural communities, especially the distressed parts of the region;

- (a) Preventing displacement of low and moderate income residents and people of color as neighborhoods improve;
- (b) Assuring easy and equitable access to employment and affordable housing throughout the region;
- (c) Promoting the preservation and development of housing affordable to low and moderate income residents throughout the region;
- (d) Protecting, maintaining and encouraging the development of living wage jobs, small businesses, and community-based and sustainable economic development throughout the region;
- (e) Reversing the polarization of income and raising income and opportunities for the region's low-income residents;
- (f) Preserving and enhancing a high quality public education system for all parts of the region and all residents;
- (g) Encouraging the development of food production, processing, and distribution strategies that contribute to the local economy and ensure access by all community members to healthful and affordable foods within each neighborhood;

2. Developing a more sustainable relationship between human residents and the ecosystems of this region;

- (a) Reducing consumption (particularly of non-renewable resources), pollution, and waste;
- (b) Changing the patterns of urban expansion from low-density suburban sprawl, which relies on the automobile and wastes valuable farm and forest lands and other natural resources, to more compact neighborhoods with a mix of uses conveniently served by public transportation;
- (c) Expanding transportation options, including reducing dependency on automobiles and vehicle miles traveled per capita and increasing transit, bike and walking opportunities throughout the region;
- (d) Protecting, restoring and maintaining healthy watersheds, fish and wildlife and their habitats, greenspaces, and other natural resources within and outside urban growth boundaries;
- (e) Ensuring that the built and natural environment are integrated in a sustainable manner that supports neighborhood livability and protects wetlands, streams, water quality, air quality and the natural landscape and recognizes that both natural resources and humans are part of the urban ecosystem;
- (f) Addressing past, present and future issues of environmental equity including: the siting and cleanup of polluting industries and waste disposal sites, remediation of toxic waste sites and water pollution, and the distribution of neighborhood parks, trails, and greenspaces;
- (g) Encouraging the development of food production, processing, and distribution systems that regenerate and support natural systems and biodiversity, enrich neighborhood development patterns, and build community;
- 3. Assuring the fair distribution of tax burdens and government investment within the region;
- 4. Promoting a diverse and tolerant society;
- 5. Increasing public understanding of these regional growth management issues, developing effective democratic discourse, and promoting broader citizen participation in decision-making regarding growth in our region.

Connections is the Journal of the Coalition for a Livable Future. Contact us at (503) 294-2889 or info@clfuture.org.

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Regional Livability Summit





In March of 2003, CLF hosted its first annual Regional Livability Summit. The Summit brought together more than 200 citizens, many of whom were new to CLF. Participants identified priorities in the issue areas of natural resources, affordable housing, transportation, community food systems, land use and design. We also initiated conversation about equity and regional planning.

Proceedings of the Summit and a transcript of the public forum featuring keynote speaker Angela Glover Blackwell and a panel of local leaders are available at www.clfuture.org/Summit.html.

We'd like to thank the businesses and public agencies that helped make our first annual summit possible.

> Major Sponsors: KBOO Community Radio Newland Communities Portland Bureau of Housing and Community Development

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Second Annual Regional Livability Summit Regional Equity: Who Benefits? Who Doesn't? April 2 & 3, 2004 • Portland, Oregon

Building upon the success of last year's Summit, we have begun planning for next year. At the second annual Regional Livability Summit, we will continue our work to bring equity to the forefront of discussions about our region's development. The *Regional Equity Atlas* (see p. 12) will be the centerpiece of the Summit.

Participants will use the *Equity Atlas* to generate ideas about how we can work together to ensure that all residents and communities throughout the region have access to opportunities for success, and that the benefits and burdens of growth and development are equitably distributed.

The Summit will begin Friday evening, April 2, 2004, with a reception featuring our keynote speaker. It continues on Saturday with the keynote address, a preview of the *Regional Equity Atlas*, workshops and strategy sessions.

Our keynote speaker is Dr. Manuel Pastor, co-author of Searching for the Uncommon Common Ground: New Dimensions on Race in America (W.W. Norton, 2002) and Regions That Work: How Cities and Suburbs Can Grow Together (University of Minnesota Press, 2000).

If you would like to help plan the second annual Summit, please contact Teresa at 503-294-2889, or teresa@clfuture.org.

Our Mission

The purpose of the Coalition for a Livable Future is to protect, restore, and maintain healthy, equitable, and sustainable communities, both human and natural, for the benefit of present and future residents of the greater metropolitan region.

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