BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE REVISED)	RESOLUTION No. 02-3248
PUBLIC INVOLVEMENT PLANNING GUIDE ON)	
BEHALF OF THE METRO COMMITTEE FOR)	INTRODUCED BY REX BURKHOLDER,
CITIZEN INVOLVE MENT (MCCI))	COUNCIL LIAISON TO MCCI

WHEREAS, the Metro Council adopted Citizen Involvement Principles in February 1997; and

WHEREAS, the Metro Council adopted the Transportation Public Involvement Plan in July 1995; and

WHEREAS, the Metro Committee for Citizen Involvement (MCCI) created a document called the Public Involvement Planning Guide (PIPG) for the purpose of assisting Metro department staff in planning for and coordinating citizen involvement at Metro based on and including the Citizen Involvement Principles; and

WHEREAS, the original PIPG was approved by the Metro Council on July 2, 1998; and

WHEREAS, the PIPG required that it be reviewed by Metro departments and MCCI one year after adoption and every two years thereafter; and

WHEREAS, on November 21, 2001, MCCI approved MCCI Resolution No. 01-001 to establish a temporary PIPG Review Committee, consisting of MCCI members and Metro staff, to review and revise the PIPG; and

WHEREAS, the revised PIPG, presented by the PIPG Review Committee, was adopted by MCCI on June 19, 2002:

BE IT RESOLVED that the Metro Council approves the revised PIPG as presented by MCCI.

ADOPTED BY THE METRO COUNCIL THIS DAY OF December, 2002.

Carl Hosticka, Presiding Officer

PUBLIC INVOLVEMENT PLANNING GUIDE



METRO

COMMITTEE FOR CITIZEN INVOLVEMENT

Public Involvement Planning Guide Purpose Statement

Metro
Principles of
Citizen
Involvement
Adopted by Metro
Council
February, 1997

Metro's Public Involvement Planning Guide (PIPG) is intended to support and encourage broad-based public participation in the development and review of programs and projects carried out by Metro departments. The PIPG details public participation methods that Metro departments are expected to follow in order to ensure citizen involvement efforts are proactive and provide for early and active participation by the region's citizens and interest groups. The PIPG incorporates Metro Citizen Involvement Principles and citizen involvement policies outlined in Metro's Regional Urban Growth Goals & Objectives (RUGGOs) and Oregon Statewide Planning Goals, as shown below:

Metro believes that effective citizen involvement is essential to good government. Elected officials, staff and citizens all play important roles in governing the region. Cooperation among Metro government, local governments and citizens results in the best policy decisions. Therefore, Metro commits to promote and to sustain a responsive citizen involvement environment. To carry out our commitment we adopt these guiding principles:

- 1. Value active citizen involvement as essential to the future of the Metro region.
- 2. Respect and consider all citizen input.
- 3. Encourage opportunities that reflect the rich diversity of the region.
- 4. Promote participation, based on citizen involvement opportunities, of individuals and of community, business, and special interest groups.
- 5. Provide communications to encourage citizen participation in Metro processes that are understandable, timely and broadly distributed.
- 6. Provide citizens with an opportunity to be involved early in the process of policy development, planning, and projects.
- 7. Organize involvement activities to make the best use of citizens' time and effort.
- 8. Provide financial and staff support to Metro's Office of Citizen Involvement.
- 9. Sustain ongoing networking among citizens, local governments, Metro officials and staff.
- 10. Respond to citizens' perspectives and insights in a timely manner.
- 11. Coordinate interdepartmental and inter-jurisdictional activities.
- 12. Evaluate the effectiveness of Metro citizen involvement.

RUGGOs

Goal 1, Objective 1

Citizen Participation: Metro shall develop and implement an ongoing program for citizen participation in all aspects of the regional planning program. Such a program shall be coordinated with local programs for supporting citizen involvement in planning processes and shall not duplicate those programs.

Metro Committee for Citizen Involvement (MCCI): Metro shall establish a Metro Committee for Citizen Involvement to assist with the development, implementation and evaluation of its citizen involvement program and to advise the Metro Policy Advisory Committee (MPAC) regarding ways to best involve citizens in regional planning activities.

Notification: Metro shall develop programs for public notification, especially for (but not limited to) proposed legislative actions that ensure a high level of awareness of potential consequences as well as opportunities for involvement on the part of affected citizens, both inside and outside of its districts' boundaries.

Statewide Planning Goals

Goal 1: Citizen Involvement

Oregon's land-use planning system is citizen-created and citizen-guided. Once the statewide goals were created, communities were required to involve citizens in planning to meet those goals. Citizen involvement programs must have the following components:

- An officially recognized committee for citizen involvement (CCI), with broad geographic and interest representation;
- Appropriate levels of publicity;
- Opportunities for citizens and their elected and appointed officials to communicate with one another;
- Technical information in a clear, understandable form;
- Ways for involved citizens to receive responses from policy-makers; and
- Enough funding for continued citizen involvement programs.

Citizen involvement is an ongoing process. It is as important in using and changing land-use plans as it was in the creation of the original plans.

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Section 1: Introduction

The goal of Metro public involvement planning is to seek out and provide opportunities for innovative, proactive, broad-based, early and continuing public participation for Metro projects, programs and decision-making processes. A public involvement plan establishes consistent minimum procedures to accomplish this goal, though procedures beyond these minimums may be applied as warranted and are encouraged. The citizen involvement process should provide for complete information including decision criteria, timely public notice and full access to key decision-making.

Metro recognizes the need for outreach into underserved communities (e.g. disabled, seniors, or those for whom English is a second language) that may not normally have ready access to citizen involvement to encourage and to help remove barriers to public participation.

Section 2: Scope of the Public Involvement Planning Guide (PIPG)

The PIPG is intended to focus on Metro programs, projects and policy decisions. It applies to all Metro departments to encourage public involvement. Prior to carrying out a public involvement plan, departments will be responsible for providing MCCI with a Public Involvement Plan Outline (PIPO) for each of those activities that requires a public involvement component. MCCI members will work with department staff, in an advisory capacity, to help develop an effective public involvement strategy that is appropriate to the scale of the project, is within the budgetary constraints of the project, and reflects Metro's Principles of Citizen Involvement.

Section 3: Developing a Public Involvement Plan Outline (PIPO)

The purpose of the PIPO is to provide clear project goals along with specific timelines and opportunities for citizen involvement at all key decision points. The PIPG and the PIPO allow for flexibility, which is intended to encourage innovation in both the method and process of public involvement. A PIPO will be written for programs, projects and policy decisions that require detailed public interaction in the decision-making process. Additionally, a PIPO will be written for those activities that are of sufficient complexity to warrant clear and understandable public information. In order to proactively identify programs, projects or policy decisions that warrant the creation of a PIPO, the Office of Citizen Involvement (OCI) and MCCI will use information generated by the Metro departments during the annual budget making process (See Appendix A for the PIPO form).

The OCI, MCCI and Metro department staff share the responsibility for creating, implementing and evaluating citizen involvement at Metro. The three groups will respond quickly to each other's requests, working through OCI staff, and will work in tandem to identify potential problems, increase cross-awareness of significant issues, set joint priorities and otherwise proactively communicate what may be needed to make the project a success. To that end, any PIPO should be reviewed with the appropriate MCCI subcommittee before being implemented (See Appendix B for the Subcommittee Chair Review and Compliance Checklist).

Each PIPO should incorporate and be consistent with the Principles of Citizen Involvement. The PIPO may be fully defined at the beginning of the process or it may be developed and refined throughout the process as more information is gathered. The following guidelines will assist department staff in developing citizen involvement in such a way that Metro goals and objectives for citizen involvement will be met.

1. Notification Events

- a. Broadly announce the initial public meeting or other activity used to kick off a public outreach/involvement effort to the program's targeted audience. Ensure that the announcement occurs early enough in the process to allow public input on initial decisions such as problem definition, goal setting and determination of objectives and alternatives to be studied.
- b. Include a statement of the initial policy decision on work scope and alternatives to be studied in the notification of key decision points (decisions that will have a tremendous impact on the remainder of the project and/or decisions regarding the final outcome). Make citizens aware of the availability of draft or preliminary recommendations. Outline dates for decisions by advisory committees and final adoption by the Metro Council as well as other milestones in the process.
- c. Consider other citizen involvement opportunities, such as public hearings, meetings, workshops and other outreach efforts to reach citizens, educate them on issues and give them the opportunity to become involved. Ensure that notices contain all basic meeting information such as time, location, timeline for citizen comments and type of action being taken. Make notices very broad-based in an effort to reach many citizens.
- d. Establish a structure to ensure that MCCI members monitoring a certain project receive notice as soon as possible regarding unexpected changes to the project.

2. Timeliness of Notification

Give 45 days notice for projects, considering that advance notification will depend on the project and its timeline. Give as much advance notice as possible to community organizations.

Publish and send the project work plan, with specific dates and timelines, to affected groups and interested citizens. Start public notification early and continue through the entire process.

3. Notification Recommendations

- Post notices for public involvement opportunities on Metro's website and encourage program or project
 partners to post notices on their respective websites.
- Publicize notices of public hearings, meetings, available information and other activities in a newspaper of general circulation and through other media such as radio and television, as needed.
- Reach out to and involve those traditionally underserved and take time to consider special needs they may
 have. Network with other community organizations and/or community leaders to find under-represented
 populations or groups who will be affected by the change.
- Mail to affected and interested persons and groups using a list that is updated as the project progresses. Use email lists whenever possible. Notify neighborhood associations, Citizen Participation Organizations (CPO's) and other community organizations whenever possible.

4. Content of Notifications

Make notifications easy to understand and provide adequate information and/or indicate how additional information can be obtained. Include information on the Americans with Disabilities Act (ADA) access and availability of information in other languages. To the extent possible, ensure that notifications of citizen involvement opportunities identify and describe the following information:

- The purpose, location and time of meetings including who is holding the event, to whom comments will be made and how they will be used. If possible, provide information on public transit modes and a phone number where additional information can be obtained.
- The meeting agenda, including a description of the meeting format and a list of issues of regional significance that will be open for discussion. Indicate times scheduled for public comments and specify when they will occur in the course of the meeting.
- An explanation of either what information will be considered/reviewed (and how informational materials can be obtained) or what action is being undertaken and an explanation of the process. This will help identify who may be interested/concerned by showing major issues of interest.
- Clarification on how the meeting fits into the full process and time line of public comment on the project.

 Offer other avenues for public comment and note public comment opportunities that will occur in the future.

 Offer an explanation of how decisions under consideration may affect the region.
- The length(s) of the comment period for written/oral comments and the nature of the comments (formal testimony or informal comments) being accepted. State which Metro staff may be contacted by telephone, in writing or by other means, to offer comments and/or suggestions. Ensure additional citizen input if significant differences arise between draft and final plans as the result of amendments.
- Any process that may be available for supplementing or modifying the final plan or program (including identification of an anticipated time schedule for the next plan/program update).

5. Schedule of Meetings

Schedule meetings, open houses, informational workshops and hearings to allow the greatest opportunity for attendance with broad regional representation by the general public and interested groups (e.g. evening, lunch or weekend meetings) based on available department staff, funding and other necessary resources.

6. Access to Meetings

Conduct meetings and hearings in locations that are fully ADA accessible and convenient to alternative modes of transportation. Consider outreach for underserved communities when selecting a meeting location.

7. Meeting Communication

Make information available in languages relevant to the local populations. Services for the hearing impaired should be offered, though interpreters need not be present if not requested.

- Summarize technical and policy information so it is easily understood and usable by the public. Include a glossary of terms and have knowledgeable persons available at all public meetings and hearings to answer technical and policy questions. Provide full public access to technical data and analysis, by request, and provide for regional distribution of the information.
- Provide opportunity for the public to initiate ideas as well as respond to plans, programs and project ideas proposed by Metro.

8. Comment and Review Periods

Provide adequate time for public review of draft documents and department staff recommendations prior to opportunities for comment or testimony. The length of comment period and review periods should vary based on the nature of the plan or program.

9. Form and Use of Public Comment

Identify minimum standards of citizen involvement for a particular project. Solicit input from a broad range of sources. As appropriate and whenever possible, use public comments to revise work scopes, plans and programs. Update summaries of comments received and forward to the advisory committees and policy makers considering the programs or projects. Comments submitted to Metro during the review period shall be made part of the record of any final decision. Any individuals making comments (oral or written) should identify any group or organization they represent.

10. Feedback/Response to Public Comment

- Respond to public comment in a timely manner, addressing comments and concerns in common groups rather than individually, as appropriate.
- Make a general summary of public comments and agency responses available to participants in the regional planning process and maintain a complete record with copies of transcripts of all public input for public review.

11. Evaluation/Refinement of Citizen Involvement Process

Evaluate the effectiveness of the citizen involvement process upon completion of major planning efforts so refinements can be made as needed.

Section 4: Implementation, Effective Date & Future Plan Review

Implementation: The PIPG establishes minimum standards for citizen involvement opportunities. However, failure to comply with the procedures contained in this plan shall not, in and of itself, render any decisions or actions invalid. It is recognized that each planning activity is unique and that there may be special circumstances (e.g. an extremely short time frame) where strict adherence to these guidelines may not be possible.

Questions related to citizen involvement should be directed to MCCI, the OCI or appropriate Metro staff. Any issues or concerns related to public involvement activities should be resolved by MCCI and department staff. Unresolved issues may be forwarded to the Metro Council for consideration.

Effective Date & Future	Plan Review:	The PIPG became	effective upon acknowledgment and adoption by the
Metro Council on July 2, 1	998. The PIP	G was revised on _	and the revision was adopted by the Metro
Council on	. Each departn	nent will utilize the	PIPG for actions and policy decisions.

Metro departments, the OCI and MCCI will periodically review and evaluate the effectiveness and workability of the PIPG at least once every two years. The goal will be to modify or improve the PIPG to increase effectiveness and feasibility. All modifications will be presented to the Metro Council for adoption. Amendments to the PIPG will require a 45 day public comment period prior to adoption.

Section 5: Relationship to Local Involvement

Metro encourages local jurisdictions throughout Clackamas, Multnomah, and Washington counties to develop local citizen involvement plans for policy and decision making. Metro offers to work cooperatively on PIPGs, especially when issues are Metro-related, because sharing successful citizen involvement methods for implementation of specific regional policies and issues can stretch limited resources and create better citizen involvement throughout the region. Metro hopes to see situations where local jurisdictions cooperate with one another and/or Metro to coordinate functions, host meetings, provide information or otherwise involve citizens in government at all levels.

Appendix A: Public Involvement Plan Outline (PIPO)

PIPO Date/Update:	Staff Contact:			
	Department:			
	Project			
Project name				
Goal(s) of project				
	Audience			
Main audience				
Methods of communicating with/involving t	this audience			
Secondary audiences				
Methods of communicating with/involving t	these audiences			
<u> </u>	Deadlines			
Key dates and milestones for public involve	ement activities (a schedule may be attached to this outline)			
Final program or project implementation/po	olicy decision date			
	MCCI Feedback			
Evaluation by MCCI and the OCI				
·				

(See Appendix C for Reminders for Various Steps in the Citizen Involvement Process)

Appendix B: Subcommittee Chair PIPO Review Checklist

The purpose of this form is to assist MCCI members in determining the need for a PIPO and to provide documentation of plan development, routing, and approval.

Does the proposed program, project or policy decision meet any of these thresholds?
Required by the funding agency
Affects the public in terms of change in cost or service level Significant aim is public education or information gathering
Requires Comprehensive Plan or land use change
Expected to generate controversy or interest
If one or more of these thresholds are met, the subcommittee should determine whether the program, project or policy decision warrants review. If the subcommittee selects the activity for review, a PIPO should be attached to the form prior to routing. Staff may choose to include a PIPO as part of their activity even when not required. In all cases, this form should be routed to the MCCI subcommittee to inform them of the activity and the staff's determination as to whether a PIPO is needed at least 45 days prior to the implementation of said program, project of policy decision.
Routing Information:
Completed on by
Staff Contact NamePhone #
MCCI Subcommittee:
REMGrowth ManagementParksTransportationOther
Date presented to subcommittee:
Subcommittee Action: Concurs with the following suggestions
Opposed PIPO or look of PIPO becauses
Opposed PIPO or lack of PIPO because:
Date presented to MCCI Regular Committee:
MCCI Regular Committee Action:
PIPO scheduled for Subcommittee Review on:

(See Appendix C for Reminders for Various Steps in the Citizen Involvement Process)

Appendix C: Reminders for Various Steps in the Citizen Involvement Process

Material Development:

- Will notices include the date, time, location and contact information for activities?
- Will materials be clear, detailed, concise and in lay terms?
- Will special consideration or accommodation be made, as needed, for materials in different languages or formats (i.e. Braille, large print)?
- Will acronyms be spelled out and a glossary included for technical information?

Mailings:

• Will the dates of mailing, copies of each mailing, a list of recipients (including local publications, community groups and underserved populations) and a record of all responses (number and content) be kept by staff?

Meetings:

- Will the meeting locations be geographically balanced and appropriate?
- Will meetings be held in ADA-accessible locations served by public transit?
- Will a copy of the meeting notice, a record of attendees, a copy of any minutes/exhibits, a record of follow-up to participants and a record of the overall meeting outcome be kept by staff?

Appendix D: Examples of Interested & Affected Parties

Mailing lists of interested and affected parties for any program, project or policy decision should be appropriate to that activity's scope, timeline and budget. Lists should be updated to include those who attended events or meetings. Notification lists may include, but are never limited to, the following:

- Adjacent property owners
- Business groups
- Elected officials
- Facility or service providers
- Facility or services users
- Groups normally disenfranchised from the decision making process
- Local jurisdictions (cities and counties)
- Neighborhood associations and CPO's
- Persons or organizations currently relevant to the topic at hand
- Persons previously interested in similar projects or related studies
- Underserved groups

Appendix E: Examples of Notification Methods

Notification methods for citizen involvement may include, but are not limited to, those listed below:

- Advertisements TV, radio, print
- Billboards
- Direct mail or distribution of lyers or brochures to affected/interested parties
- Distribution of information through the Recycling Information Center, as appropriate
- E-mail
- Fact sheets
- Focus groups
- Informational booths at street fairs or neighborhood festivals
- Informational number or hotline

- Posters
- Press releases
- Public notices
- Public service announcements
- Signage in public places (e.g. buses, schools) or advertise on paper bags (e.g. Fred Meyer, Safeway)
- Survey
- Web page announcements
- Workshops or discussion forums
- Written or oral comments

Appendix F: Examples of Opportunities for Citizen Involvement

The following examples provide strategy ideas to use when planning for Citizen Involvement:

Brainstorming - a simple technique used in a meeting where participants come together in a freethinking forum to generate ideas.

Citizen Surveys - a tool to assess widespread public opinion. A survey is administered to a sample group of citizens via a written questionnaire or through personal, phone or electronic interviews. The limited sample of citizens is considered representative of a larger group. Surveys can be formal (scientifically assembled and administered) or informal.

Citizens Advisory Committee (CAC) - a representative group of citizen stakeholders that meets regularly to discuss issues of common concern. While CAC's have been used for many years and the technique is not innovative, it can be used very creatively.

Collaborative Task Force - a group assigned a time limit to resolve a difficult issue and come to a conclusion that is subject to ratification by official decision-makers. It can be used on a project level or for resolving issues within a project. Its discussion can help agencies understand participants' qualitative values and reactions to proposals. It can aid in development of policies, programs, and services and in allocation of resources.

Facility Tours - a method of generally educating interested persons in Metro for the purpose of increasing overall awareness of and intelligence about Metro. This can help to create advocates in the larger community.

Focus Groups - tools used to gauge public opinion. Borrowed from the marketing and advertising industry, they define a government service as a product and the public as customers. Focus groups are a way to identify customer concerns, needs, wants and expectations as they inform sponsors of the attitudes and values that customers hold and why. Each focus group involves the meeting of a carefully selected group of individuals convened to discuss and give opinions on a single topic.

Media Strategies - tools such as newspapers, radio, TV, videos, billboards, posters, displays and mass mailings (brochures, newsletters, flyers) used to inform the public about projects/programs. Better information enhances public understanding of a project or program and is a good basis of meaningful Citizen Involvement efforts.

Public Hearings (Oral Comments) Public hearings are formal events and generally focus on a specific proposal or action. Held prior to a decision point, a public hearing gathers citizen comments and input from all interested parties for public record. Facilitators can be used to effectively guide discussion.

Public Meetings (Oral Comments) - provision of an opportunity for information exchange. Public meetings, such as open houses or work sessions, present information in an informal setting to the public in any number of ways and obtain formal or informal input from citizens. Held throughout the planning process, they can be tailored to specific

issues or citizen groups. Facilitators can be used to effectively guide discussion. Further examples of public meetings are as follows:

- Charrette within a specified time limit, participants have an intense work session to reach a resolution to a particular problem or issue.
- Event Fair an event used to interest citizens in a specific issue, project or program at hand. Typically a one-day event, it is often heavily promoted using attractions such as futuristic vehicles or noted personalities to draw participants.

Telephone Communications - techniques that make use of two-way telephone communication with the public to obtain information and to give opinions. Its use holds a new set of potential applications for community participation, going beyond question-and-answer techniques toward evolving new multi-media connections with television and computers.

Visioning - a tool used to develop a goals statement. Typically, it consists of a series of meetings focused first on shared core values and then on long-range issues. Visioning ultimately results in a long-range plan. With a 20 or 30 year horizon, visioning also sets a strategy for achieving the goal.

Written Comments - provision of an opportunity for in-depth and more lengthy consideration and response by the public. A comment period allows interested parties to present their opinion on a particular project without the need for attending meetings or hearings.

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 02-3248, FOR THE PURPOSE OF APPROVING THE REVISED PUBLIC INVOLVEMENT PLANNING GUIDE ON BEHALF OF THE METRO COMMITTEE FOR CITIZEN INVOLVEMENT (MCCI))

NOVEMBER 4, 2002

CARY STACEY (X1539)

Background

In 1998, MCCI created a guide document relating to citizen involvement for use by department staff at Metro, with the original concept based on the Transportation Public Involvement Plan (PIP) previously adopted by the Metro Council. The PIPG differed from the Transportation PIP in that it was designed for use by all departments and included a Project Public Involvement Plan (PPIP) form.

At its annual retreat on September 8, 2001, MCCI resolved to enhance its role in monitoring Metro activities and advising the Metro Council, and to clarify the relationships between the Council Office, the Office of Citizen Involvement and MCCI. These goals, in conjunction with the PIPG's requirement that it be reviewed on a periodic basis, prompted MCCI Chair Ted Kyle to draft MCCI Resolution 01-001 calling for a PIPG Review Committee, consisting of MCCI members and Metro staff, to work together to improve the PIPG.

The PIPG Review Committee met four times, from February through May 2002, to discuss revisions to the PIPG. Committee members included: Norm Andreen, MCCI Member; John Donovan, Council Communications Officer; Kay Durtschi, MCCI Member; Jim Kimball, MCCI Member; Ron Klein, Public Affairs Specialist; Jan O'Dell, Senior Public Affairs Specialist; Scott Seibert, MCCI Member; and Cary Stacey, MCCI Staff. The final revision was made available to MCCI at its May 15, 2002, meeting. Editing comments received at this meeting were incorporated into the final document, which was presented and adopted at MCCI's June 19, 2002, full meeting.

Significant changes to the PIPG are as follows:

- Inclusion of references to the Office of Citizen Involvement (OCI) in regards to promoting citizen involvement
- Elimination of references to the Executive Officer or Office
- Replacement of the Project Public Involvement Plan Form (PPIP) with a Public Involvement Plan Outline (PIPO)
 - PIPO form eliminates duplicative, limiting or open-ended questions; provides a straightforward and flexible one-page outline usable by all departments
- Replacement of Project Public Involvement Plan (PPIP) Checklist with a PIPO Review and Compliance Checklist
 - New checklist assists MCCI members in determining the need for a PIPO and provides documentation for PIPO development, routing and MCCI approval
- Replacement of Acronym List with Reminders for Various Steps in Citizen Involvement (formerly part of the PPIP Checklist)

The revised PIPG is attached to Resolution 02-3248 as Exhibit A.

Budget impact

None

Recommendation

That the Metro Council adopt Resolution 02-3248.