

Public Involvement Planning Guide Purpose Statement

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

RUGGOS
Goal 1, Objective 1

Metro's Public Involvement Planning Guide (PIPG) is intended to support and encourage broad-based public participation in the development and review programs and projects carried out by Metro Departments. The PIPG details public participation procedures and guidelines that Metro Departments are expected to follow in order to ensure citizen involvement efforts are proactive and provide for early, 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.*

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.

Statewide
Planning
Goals

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.

GOAL 1: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process....

- 1. Citizen Involvement -- to provide for widespread citizen involvement...*
- 2. Communication -- to assure effective two-way communication with citizens...*
- 3. Citizen Influence -- to provide the opportunity for citizens to be involved in all phases of the planning process...*
- 4. Technical Information -- to assure that technical information is available in an understandable form....*
- 5. Feedback Mechanisms -- to assure that citizens will receive a response from policy-makers....*
- 6. Financial Support -- to insure funding for citizen involvement programs...*

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Section 1: Introduction

The goal of Metro public involvement planning is to seek out and provide opportunities for 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. Citizen involvement procedures and guidelines are also available from Metro to assist with and encourage adequate public participation at the local level.

Section 2: Scope of Public Involvement Planning Guide

This Public Involvement Planning Guide (PIPG) is intended to focus on Metro actions and policy decisions. It applies to all Metro Departments that do not have another approved plan for development of actions and policy decisions that significantly affect the public or alter public policy beyond the normal course-of-business activity.

Departments will be responsible for providing the Metro Committee for Citizen Involvement (MCCI) with initial Project Public Involvement Plans (PPIPs). MCCI will work with departments, in an advisory capacity, to refine draft PPIPs compliance with this guide. Departments will be responsible for updating MCCI staff on current Citizen Involvement plans at key decision-making points or at least twice each year.

Section 3: Developing a Project Public Involvement Plan

A detailed Project Public Involvement Plan (PPIP) will be defined for programs and projects as jointly determined by department staff and MCCI members. The purpose of the PPIP will be to provide clear project goals and objectives along with specific timelines and opportunities for citizen involvement at all key decision points. This will allow the public to easily understand what opportunities they may take to influence the process. The plan should be reviewed with the appropriate MCCI subcommittee before being given to any member of the public.

Each PPIP should incorporate and be consistent with the Principles of Citizen Involvement and other criteria described above. The PPIP 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 guidelines below will assist all department staff in developing citizen involvement in such as way that Metro goals and objectives for citizen involvement will be met.

1. Notification Events

- a. The initial public meeting or other activity used to kick off a public outreach/involvement effort should be announced broadly. Announcement should be 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. 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) should include a statement of the initial policy decision on work scope and alternatives to be studied. Citizens should be made aware of the availability of draft or preliminary recommendations. It should outline dates for decisions by advisory committees and final adoption by the Metro Council as well as other milestones in the process.

c. Other citizen involvement opportunities may include public hearings, meetings, workshops and other outreach efforts to reach citizens, educate them on issues and give them the opportunity to become involved. These notices should contain all basic meeting information such as time, location, time line for citizen comments and type of action being taken. Notices should be a very broad-based in an effort to reach many citizens.

2. Timeliness of Notification

Advance notification will depend on the project and its timeline, but, except for very short projects, 45 days notice should be given. As much advance notice as possible should be given to community organizations.

The project work plan, with specific dates and timelines, should be published and sent to affected groups and interested citizens. Public notification should begin early and continue through the entire process.

3. Notification Requirements

- Publicize notices of public hearings, meetings, available information and other activities in a newspaper of general circulation (e.g. *The Oregonian*) and through other media such as radio and television, as needed.
- Reach out into 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 E-mail lists whenever possible

4. Content of Notifications

Notifications should be easy to understand and provide adequate information and/or indicate how additional information can be obtained. Information on (Americans with Disabilities Act) ADA access and availability of information in other languages should be included. To the extent possible, notifications of citizen involvement opportunities should 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 specifically 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 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 what Metro staff may be contacted by telephone, in writing or by other means, to offer comments and/or suggestions. Insure additional citizen input if there are significant differences between draft and final plans.

- 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 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 under-represented 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

Metro should identify minimum standards of citizen involvement for a particular project. Input should be derived from a broad range of sources. As appropriate and whenever possible, public comments should be used to revise work scopes, plans and programs. Summaries of comments received should be updated and forwarded 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

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

Section 4: Implementation, Effective Date & Future Plan Review

Implementation: This Public Involvement Planning Guide 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. extremely short time frame) where strict adherence to these guidelines may not be possible.

Questions of adequate citizen involvement should be directed first to the Metro Committee for Citizen Involvement (MCCI). If the issue cannot be resolved by MCCI and department staff, it will be forwarded to the Metro Executive Officer for consideration. If the issue is not resolved by the Executive Officer it will be forwarded to the Metro Council.

Effective Date & Future Plan Review: This PIPG will become effective upon acknowledgment by the Metro Executive Officer and adoption by the Metro Council. Each department will utilize this PIPG for actions and policy decisions unless it has another approved plan.

Metro departments and MCCI will review and evaluate the effectiveness and workability of this plan one year after its effective date and every two years thereafter. The goal will be to modify or improve the plan to increase effectiveness and feasibility. All modifications will be presented to the Executive Officer and then the Metro Council, for adoption. Appendices will not be considered part of the plan for the purpose of updating. Amendments to the plan will require a 45 day public comment period prior to adoption.

Section 5: Relationship to Local Involvement

Metro encourages local jurisdictions throughout the entire tri-county area of 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 in the whole 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.

Section 6: Relationship to Metro Departments

Because the Metro Committee for Citizen Involvement (MCCI) and Metro Department Staff (STAFF) will be working in tandem to create, implement and evaluate citizen involvement at Metro. Following are some cooperative agreement concepts which MCCI anticipates can be mutually agreed upon by MCCI and STAFF. As both groups strive to implement the concepts below, this will set the stage for a positive relationship between both groups by establishing interaction guidelines and expectations before work begins.

- Respond quickly to each others requests, working through MCCI staff
- Keep from creating bottlenecks by identifying potential problems early, whenever possible

- Increase cross-awareness of upcoming projects, MCCI goals, project deadlines, key decision points and citizen and citizen organization needs
- Set joint priorities so that both MCCI and STAFF are responsible for the “end-product quality” of citizen involvement at Metro
- Communicate clearly, concisely, thoughtfully, and respectfully (professionally) with each another
- Cooperate on process and accommodate each others needs through consensus and compromise
- Offer thorough, practical and proactive feedback on suggestions and the impact of suggestions while seeking to implement solutions that are workable for all involved
- Continuously pursue better and faster interaction so as not to waste anyone’s time

Appendix A: Project Public Involvement Plan (PPIP) Form

PROJECT PUBLIC INVOLVEMENT PLAN FORM

Project Name: _____ Staff Contact: _____
Department: _____ Staff Phone: _____
Program: _____ Date: _____

BASIC PROJECT/PROGRAM DESCRIPTION

1. Briefly describe the project/program in which citizens will be involved (please attach a budget, if available).

2. What is the duration of the project/program? _____
3. According to the following criteria, what is the priority of this project/program? _____
[A-general public, 10,000+ Metro constituents, B-under 10,000 Metro constituents, C-Metro, interagency personnel, D-dept. personnel]
4. What four goals do you hope to accomplish using citizen involvement efforts as part of this project/program?

5. What results do you expect from this project/program? How will use of citizen involvement affect results? _____

6. Does this project/program affect Metro Code or policy? Will it require legal review? _____

AUDIENCE

7. Who is your audience [please specify general public, professional groups, other governments, Metro departments, geographical or neighborhood areas, age groups, gender and/or occupation segments (teachers), service-related groups (buyers of business licenses), problem-oriented groups (substandard housing dwellers), etc.]?

8. Who will public comment be sought from during this process? _____

9. What specific population will this project/program most impact? _____

10. What traditionally under-served groups should be considered? _____

11. What alternative modes of transportation will be available? _____

PROJECT/PROGRAM OUTLINE

12. Please outline on a separate sheet or attach a schedule for this project/program including key decision points and deadlines for each phase. Indicate what type of notification will be used at each stage to communicate your message (see appendix F) and to whom it will be distributed? Specify lengths of time estimated for notifications, comment and review periods and Metro response times.

13. Can any information be obtained on success or failure of citizen involvement methods, similar to those proposed, that have been attempted by others? _____

CITIZEN INVOLVEMENT QUESTIONS

14. Will citizen involvement activities emphasize informing or involving/engaging citizens? _____

15. How will meeting/workshops/forums be structured to allow for citizens to initiate ideas as well as offer comments? _____

16. How will information be provided to citizens so they have adequate background and technical information to understand and offer informed ideas, assuming they are unfamiliar with project details? _____

17. How will citizen comments be responded to? _____

18. Where will comment summaries and responses be available, as part of the record, to the public? _____

19. How will project/program goals related to citizen involvement be evaluated? _____

Appendix B: Project Public Involvement Plan (PPIP) Checklist

NOTE: MCCI will use this as part of the PPIP evaluation process

- 1. HOW: Development of a preliminary plan to be submitted to MCCI. The plan must show the following:

- a. Opportunity for input to all relevant aspects of the program.
 - b. Plan to ensure broad-based citizen involvement.
 - c. Ongoing opportunity for public participation throughout the process.
 - d. A process outline with timelines that include key decision making points.
 - e. A description of the goals and objectives of the project.
 - f. An outline of the public notification process.
 - g. A description of an evaluation and feedback process.
2. **WHO:** Creation of a list of interested/affected groups (including MCCI).
- a. Establish a process to update and maintain lists
 - b. Ensure list is expanded to reach into disenfranchised groups
3. **WHEN:** Notification of the upcoming plan/program with a request for input and with information about project timelines and future citizen involvement opportunities.
- a. Notify 45 calendar days prior to meeting/activity/or decision.
 - b. Notify a full mailing list, local publications, the Metro web page and other sources to ensure wide-spread, broad-based outreach.
 - c. Offer timely notification for each key decision making point.
 - d. Offer timely notification and forum for input throughout the plan.
4. **WHAT:** Identification of materials or topics under review
- a. Opportunity to review, screen and prioritize criteria and/or results
 - b. Opportunity for public to review/comment on staff recommendations.
5. **REVIEW:** Consideration and response to public comments and questions.
- a. Document the impact of public comment on process and decisions.
 - b. Provide detailed notification to updated interested party list.

REMINDERS FOR VARIOUS STEPS IN THE CITIZEN INVOLVEMENT PROCESS:

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

Mailings: Were 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) kept by staff?

Meetings: Was 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 kept by staff? Were meetings held in ADA-accessible locations served by public transit?

Appendix C: Glossary of Acronyms

Metro Advisory Committees: (not a complete list, only those with acronyms)

MCCI	Metro Committee for Citizen Involvement
MPAC	Metro Policy Advisory Committee
MTAC	Metro Technical Advisory Committee
HAZTAC	Regional Natural Hazards Technical Advisory Committee

WRPAC	Water Resources Policy Advisory Committee
RPGAC	Regional Parks & Greenspaces Advisory Committee
GTAC	Greenspaces Technical Advisory Committee
SWAC	Solid Waste Advisory Committee
SWRRC	Solid Waste Rate Review Committee
JPACT	Joint Policy Committee on Transportation
TPAC	Transportation Policy Advisory Committee
SNCAC	South/North Citizen Advisory Committee
RTPCAC	Regional Transportation Plan Citizen Advisory Committee

Other Agencies/Committees:

CPO	Citizen Participation Organization
LUBA	Land Use Board of Appeals
DLCD	Department of Land Conservation & Development
LCDC	Land Conservation & Development Commission
CTAC	Consolidated Transportation Advisory Committee (Clark Co., WA)
C-TRAN	Clark County Transit System
DEQ	Department of Environmental Quality

Related to Metro Projects:

TRO	Traffic Relief Options Study
TIP	Transportation Improvement Project
ISTEA	Intermodal Surface Transportation Efficiency Act
RTP	Regional Transportation Plan
UGB	Urban Growth Boundary
UGM	Urban Growth Management
UR	Urban Reserves
UGR	Urban Growth Report
RUGGOS	Regional Urban Growth Goals & Objectives
DEIS	Draft Environmental Impact Statement
ODOT	Oregon Department of Transportation
MERC	Metropolitan Exposition/Recreation Commission
HOV	High Occupancy Vehicle
OCC	Oregon Convention Center
OGC	(Metro) Office of General Counsel
PCPA	Portland Center for the Performing Arts

General:

ADA	Americans with Disabilities Act
AG	Attorney General
AOC	Association of Oregon Counties
COG	Council of Government
CRAG	Columbia Region Association of Governments (predecessor of Metro)
ORS	Oregon Revised Statutes

Appendix D: Examples of Interested & Affected Parties

Mailing lists of interested and affected parties for any program or project should be appropriate to the project 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:

- Neighborhood Associations
- Citizen Participation Organizations
- Adjacent Property Owners
- Business Groups
- Facility or Services Users
- Facility or Service Providers
- Elected Officials
- Persons previously interested in similar projects or related studies
- Groups normally disenfranchised from the decision making process
- Local Jurisdictions (Cities and Counties)

Appendix E: Examples of Notification Methods

Notification methods for Citizen Involvement may include, but are not limited to, those listed below:

- Press releases
- Direct mail to affected/interested parties - newsletters or other mailings
- Public notices
- Distribution of flyers or brochures
- Public service announcements
- Web page announcements
- Billboards
- Posters
- Workshops or Discussion Forums
- Advertisements - TV, radio, print
- Fact Sheets
- Create an informational number or Hotline
- Focus groups
- Written or oral comments
- Survey
- Distribution of information through the Recycling Information Center, as appropriate
- Place informational booths at street fairs or neighborhood festivals
- Use signage in public places (e.g. buses, schools) or advertise on paper bags (e.g. Fred Meyer, Safeway...)

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.

Charrette - within a specified time limit, participants have an intense work session to reach a resolution to a particular problem or issue.

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.

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.

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.

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.

Public Meetings & Hearings (Oral Comments) - provision of an opportunity for information exchange. Public meetings present information 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. 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 at either type of meeting.

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.