

# **Bureau Innovation Project #9: Public Involvement Final Recommendations and Report**

**Presented to the Bureau Implementation Team  
for the November 2, 2006 Meeting**

## **Roster**

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### **Leads:**

Eileen Argentina, Transportation  
Jo Ann Bowman, Oregon Action  
Brian Hoop, Neighborhood  
Involvement

### **Elected Officials' Representatives:**

Elizabeth Kennedy-Wong, Mayor's  
Office  
Brian Hockaday, Commissioner Adams

### **Team Members:**

Art Alexander, Technology Services  
Laurel Butman, Management and  
Finance  
Megan Callahan, Environmental  
Services  
Sue Dicile, Management Resources  
Christine Egan, Portland Development  
Commission  
Gay Greger, Parks & Recreation

Tim Hall, Water  
Barbara Hart, EnviroIssues  
Beth Kaye, Housing and Community  
Development  
Sandra LeFrancois, Central Northeast  
Neighbors  
Marsha Palmer, Police  
Cameron Vaughan-Tyler, Portland  
Business Alliance  
Rick Williams, Lloyd District  
Transportation Management  
Association  
Karen Withrow, Metro

### **Staff:**

Laurel Butman, Management and  
Finance  
Maija Spencer, Management and  
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**BUREAU INNOVATION PROJECT  
COVER SHEET SUMMARIZING TEAM RECOMMENDATIONS**

<b>BIP #: 9</b>	Date Recommendations are to be Presented to the Implementation Team: 11/02/2006
<b>BIP Goal: BIP # 9: Description: Develop Consistent Public Involvement* Procedures.</b>	
<p>The City of Portland currently lacks publicly-shared consistent standards, accountability mechanisms and expectations for involving and informing community members and stakeholders in its decision-making processes. This effort will focus on internal city reforms regarding public involvement processes to create consistent expectations and processes for public involvement activities depending on the type of project. Creativity and flexibility for the individual needs of projects will be supported. This effort will focus on how city staff and officials interact with the community and create publicly-shared expectations around types of projects requiring public involvement and public involvement processes.</p>	
<p>*For the purposes of this work, we are using a broad definition of public involvement that includes the full spectrum - from public information to public involvement to public engagement.</p>	

*Directions: For each recommendation submitted by a BIP work team, please complete the following questions. This sheet is to provide decision-makers with an overview of the team's recommendations. Please attach this sheet to the front of the Implementation, Evaluation, and Fiscal Impact form and return to the Mayor's Office 15 days before date of presentation.*

<b>Recommendation # 1</b>	Any financial costs? (numbers only):
List your team's recommendation in one sentence.	
Pursue the agreed upon pilot projects to test the effectiveness of the toolkit developed by the team and provide a report to Council on the results and ways to improve the toolkit.	
Identify 2 bureaus of varying size and list how they might be affected:	
<p>Water: Staff will participate in implementation of tool, monitoring of tool, and reporting at end of pilot. It may improve public involvement practices and create more consistent actions within the bureau.</p> <p>Arts: It will demonstrate how the toolkit can be used on a single issue project in a short time frame. This may lead the way to improving public involvement practices on specific projects.</p>	
What is the impact on Portlanders?	
Portlanders may experience more consistent public involvement practices.	
What are the top two advantages to this recommendation?	For whom?
+ The public may experience better public involvement practices.	The community
+ Pilot bureau and program may be able to refine tools.	The City of Portland
What are the top two disadvantages to this recommendation?	For whom?
- As with all tests, they may fail to deliver anticipated results.	Bur Innovation Project
- These two pilots may not be representative enough to foreshadow effectiveness.	City bureaus

<b>Recommendation # 2</b>	Any financial costs? (numbers only):
List your team's recommendation in one sentence.	
Require all bureaus use the toolkit products – Levels of Impact, Public Involvement Spectrum, and Public Involvement Tools – consistently in all stages of their projects to help ensure that public involvement is performed consistently citywide.	
Identify 2 bureaus of varying size and list how they might be affected:	
<p>BES - May impact current business practices.</p> <p>BHCD - Same as above and may result in increased costs, more staffing &amp; training.</p>	
What is the impact on Portlanders?	
Portlanders may have more effective opportunities to be involved and trust in government may	

increase.	
What are the top two advantages to this recommendation?	For whom?
+ It may be easier for the public to know what to expect from bureaus and the City, and as a result, it may be clearer to the public how to be effective with their time.	The community
+ Trust in government may increase.	All
What are the top two disadvantages to this recommendation?	For whom?
- Bureaus may be concerned this will stifle their creativity around public involvement or set up expectations with the public that they cannot meet.	The bureaus
- If bureaus are not held accountable to using these tools, practices may not change.	The public

<b>Recommendation # 3</b>	Any financial costs? (numbers only):
List your team's recommendation in one sentence.	
Form an ongoing group to continue work on public involvement issues, specifically both this BIP team's list of parking lot issues and the Public Involvement Task Force's recommendations.	
Identify 2 bureaus of varying size and list how they might be affected:	
BES - May be involved in the continuing dialogue and may be impacted by results. BHCD - Same as BES.	
What is the impact on Portlanders?	
The public members of BIP #9 and the PI Task Force will see their work carried on. The general public will see that the City of Portland has a commitment to working collaboratively on improving public involvement practices.	
What are the top two advantages to this recommendation?	For whom?
+ This group will be able to address issues that BIP #9 and the PI Task Force did not.	All
+ Public involvement will be identified as an important part of the way the City does business.	All
What are the top two disadvantages to this recommendation?	For whom?
- Another group may get lost in process and not result in any product or recommendations.	All
- Any group will need adequate staffing, resources, leadership support, and the right membership - without these things, the group may fail.	All

<b>Recommendation # 4</b>	Any financial costs? (numbers only):
List your team's recommendation in one sentence.	
Reconvene quarterly meetings of City Staff Public Involvement Network to encourage ongoing work on best practices, coordination, and collaboration.	
Identify 2 bureaus of varying size and list how they might be affected:	
BES – May benefit from coordination of outreach efforts, peer training and development, and idea sharing/problem solving. Will require dedication of a staff person to attend quarterly meetings. BHCD – Same as above.	
What is the impact on Portlanders?	
The public may benefit from more coordinated public involvement and communications.	
What are the top two advantages to this recommendation?	For whom?
+ City public involvement staff will build relationships and have better communications with one another which will facilitate consistency in public involvement.	Bureaus and city staff The public
+ There may be cost savings in coordination of outreach efforts, trainings, or other shared resources.	Bureaus The public
What are the top two disadvantages to this recommendation?	For whom?
- Another quarterly meeting may compete or conflict with other priorities.	Bureaus and city staff
- If staff are not committed to participating or there is not adequate staffing support, the Network may fade away.	City staff

## Bureau Innovation Project (BIP) Template Implementation, Evaluation, and Fiscal Impact Plan

*This BIP template is to be completed by each BIP team making a recommendation and the team's OMF analyst. Completed templates are due to the Mayor's Office 15 working days before the Implementation meeting at which the recommendation is to be heard. This template will be shared with all BIP stakeholders for feedback, which BIP teams are required to incorporate into their final recommendations. BIP teams may submit one form for each recommendation or group of recommendations.*

### BIP Team Information:

#### BIP Team # and Overall Goal:

#### **BIP # 9: Description: Develop Consistent Public Involvement\* Procedures.**

The City of Portland currently lacks publicly-shared consistent standards, accountability mechanisms and expectations for involving and informing community members and stakeholders in its decision-making processes. This effort will focus on internal city reforms regarding public involvement processes to create consistent expectations and processes for public involvement activities depending on the type of project. Creativity and flexibility for the individual needs of projects will be supported. This effort will focus on how city staff and officials interact with the community and create publicly-shared expectations around types of projects requiring public involvement and public involvement processes.

*\* For the purposes of this work, we are using a broad definition of public involvement that includes the full spectrum - from public information to public involvement to public engagement.*

### Recommendations & Benefits/Rationale:

Please list the team's recommendations and corresponding benefits/rationale. Add rows to this table as needed.

Recommendation		Benefits/rationale	
1	Pursue the agreed upon pilot projects to test the effectiveness of the toolkit developed by the team and provide a report to Council on the results and ways to improve the toolkit.	1	It is important to test the product this team developed. Simulations were performed by the group, but results were hypothetical. Testing the products will provide experiential input to determine, to some degree, effectiveness and also provide for public feedback regarding the tools that is based upon that experience. This meets two tests: the test of application and the test of evaluation on those expected to benefit from the tools (the public and bureaus as well).
2	Require all bureaus use the toolkit products – Levels of Impact, Public Involvement Spectrum, and Public Involvement Tools – consistently at all stages of their projects to help ensure that public involvement is performed consistently citywide.	2	Externally, the benefit is that the public may be better positioned to interact effectively in decision-making processes that affect them and to expect consistent public involvement approaches from bureau to bureau across the City of Portland.  Internally, bureaus will have a resource to use for their public involvement. Public involvement that is well done can presumably function to make better future decisions and add credibility to the

			actions of the City's bureaus.
3	Form an ongoing group to continue work on public involvement issues, specifically both this BIP team's list of parking lot issues and the Public Involvement Task Force's recommendations.	3	BIP #9 purposefully kept a narrow scope, but it is obvious from the parking lot list of issues and the draft recommendations from the previous PI Task Force that more work remains pending.  The issues noted were consistently and repeatedly identified as critical issues for involvement practices. Because BIP #9 and the PI Task Force did not fully address them, these issues deserve recognition by another body.
4	Reconvene quarterly meetings of City Staff Public Involvement Network to encourage ongoing work on best practices, coordination, and collaboration.		City staff will meet on a regular basis to share ideas and resources, build relationships, and plan trainings. Once the ongoing group is formed (see Recommendation #2), the PI Network can generate materials for the ongoing group's review.

### Council Actions:

List Council action(s) needed:

Report  Resolution  Ordinance  Budget approval (*insert fiscal year*)  Not Needed

Requested Date of Action: \_\_\_\_\_

### Fiscal Impacts (this section to be completed by OMF analyst):

**Can implementation be accomplished within existing resources?**

Yes  No  It Depends

If "No": explain why it can't be.

If "Yes": detail any impacts of absorbing costs within existing appropriations.

***Absorbing the tasks recommended by BIP #9 would involve a re-allocation of existing staff resources, which would result in a change existing work plans. Anticipated support needs are listed in the Financial Analyst Notes.***

If "It depends": If implementation will impact multiple bureaus and if the fiscal impacts will vary across those bureaus, explain the multiple impacts, noting where implementation could or could not be accomplished within existing resources (to the extent known).

**Resources Needed:** N/A

### Other potential resources available:

Note any partnership, grant or shared resources that may be available or to be pursued

### Financial Analyst Notes:

This section is to be completed by an OMF Financial Planning analyst, if resources are requested. In this section, please address the following:

- Financial Planning analysis, including Return on Investment, if applicable.
- Funding requests that are/aren't recommended, and why.

***Although the team for BIP #9 is not requesting additional resources, the team is recommending several tasks that could have fiscal implications. For example, if the implementation team desires to form a work group to continue working on the many unresolved issues that have been identified, additional staff resources may be needed. Through conversations with BIP staff FPD estimates that an additional 0.5 FTE position may***

**be needed to provide staff support for additional work. FPD estimates a part time program coordinator or program specialist would cost \$45,000 annually.**

**An alternative approach to additional funding would be to re-allocate existing City staff to provide the necessary staff support for implementing BIP #9. This would require forgoing a portion of the existing workload for the chosen staff person or team.**

**Anticipated tasks for successful implementation include:**

- **Roll out use of toolkit citywide following the pilot**
  - Ensure training of public involvement staff
  - Ensure marketing of the toolkit
  - Ensure city staff and leaders are using the toolkit
- **Report back to Implementation Team on pilot projects**
  - Ensure tracking and evaluation
  - Schedule deliverables, briefings and meetings
  - Develop report
- **Public involvement body (committee, council, or commission) support:**
  - Recruit members and ensure appointments
  - Schedule and plan meetings
  - Take meeting notes
  - Ensure communications
  - Web postings
- **Implementation of public involvement body’s actions and decisions:**
  - Follow-up and track action items
  - Write reports and drafts
  - Track BIP #9’s parking lot issues once delegated
  - Track Public Involvement Task Force’s recommendations
- **And possibly Boards & Commissions work**
  - The BIP #9 team did not address this – possible follow up tasks from Mayor’s office

Financial Analyst: <Jason Smith>

Analyst Signature: \_\_\_\_\_

Date: 9/25/06

**Implementation Partners:**

Rec. #	Lead	Other Partners
	Who in which bureau(s) will lead the implementation, integrate the project in bureau work plan(s), and report on progress?	other partners who will be involved throughout implementation
1	Commissioner Leonard and Commissioner Adams have both volunteered to lead pilot projects using the toolkit in their respective areas. Jesse Beason, Art Alexander, Eileen Argentina, and Tim Hall will report on results.	BIP Implementation Team, ONI staff
2	Council is the lead for passing a resolution to this effect; the bureaus would be in the lead position for implementation; and the BIP Implementation Team and/or assigned body (Recommendation #3) would be the lead for evaluation of effectiveness.	Council, bureaus, assigned public involvement group
3	The BIP Implementation Team is asked to recommend what the future body will look like. This will determine the lead for the ongoing group.	BIP #9 steering committee
4	Laurel Butman, Brian Hoop, and Elizabeth Kennedy-Wong will ensure the City Staff Public Involvement Network is reconvened.	Bureau public involvement staff

**Overall Timeline:**

How long will implementation take? If the work will be ongoing, explain when it will be fully integrated into business processes or plans (i.e., when will it become just how we do business?).

The pilot projects are expected to last into July 2007 with evaluation reporting to Council in July 2007 as well. Establishment of an ongoing group should be anticipated to take the entire current fiscal year (FY 06-07) with stabilization thereafter. Bureau adoption and implementation of the toolkit will likely take about one year (FY 06-07) with progress reported at the end of the year and ongoing evaluation to determine effectiveness of integration.

**Implementation & Transition Plan:**

List actions to be undertaken over next 12-18 months, including how stakeholders will be kept apprised or involved through implementation. Complete a table for each proposed team recommendation.

<b>Recommendation #1:</b> Pursue the agreed upon pilot projects.		
<b>Action Item</b>	<b>Projected Completion Date</b>	<b>Responsible Party</b>
The tool is piloted over the next 6 months.	June 2007	Commissioners Leonard and Adams, Jimmy Brown & Jesse Beason
The pilot projects will report back to the Implementation Team at the end of the pilot.	July 2007	Commissioners Leonard and Adams
Make any needed adjustments to toolkit	Summer 2007	Public Inv. Group

<b>Recommendation #2:</b> Require all bureaus use the toolkit products.		
<b>Action Item</b>	<b>Projected Completion Date</b>	<b>Responsible Party</b>
Resolution approved by Council	January 2007	Council
Annual evaluation	Annually – ongoing	Public Inv. Group

<b>Recommendation #3:</b> Form an ongoing group to continue work on public involvement issues.		
<b>Action Item</b>	<b>Projected Completion Date</b>	<b>Responsible Party</b>
Via Council Resolution	January 2007	Council
TBD – depends on group designation	March 2007	Council, assigned staff

<b>Recommendation #4:</b> Reconvene quarterly meetings of City Staff Public Involvement Network to encourage ongoing work on best practices, coordination, and collaboration.		
<b>Action Item</b>	<b>Projected Completion Date</b>	<b>Responsible Party</b>
Set up quarterly meetings	Ongoing	Laurel Butman, Brian Hoop, Elizabeth Kennedy-Wong
Develop agenda	Ongoing	Laurel Butman, Brian Hoop, Elizabeth Kennedy-Wong

**Implementation Team Concerns:**

<b>Source/</b>	<b>Concern raised</b>	<b>How concern was</b>
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Date of Concern		addressed

*This section to be completed after the Implementation Team meeting.*

**Evaluation Plan:**

Through the life of the project, bureau(s)/individuals responsible for implementation are to assess the success of the project. These entities will report on progress to Council annually in the fall reporting process integrated with performance/Managing for Results. All new resource requests will be incorporated into budget processes (including budget monitoring) for Council approval. For each team recommendation, please complete the table below.

<b>Recommendation #1: : Pursue the agreed upon pilot projects.</b>
How will the team/City know when the effort is completed and whether or not it was successful? Upon reporting at completion of the pilots.
What major measure(s) will you use to assess the progress of the recommendation? (indicators should be a mix of workload and effectiveness measures, when possible) Did the toolkit work as hoped? What was the impact on fiscal and staff resources?
How will this information be tracked/recorded, and by whom? It will be tracked, recorded and reported by the Commissioners and the staff assigned to the projects.
<b>Recommendation #2: Require all bureaus use the toolkit products.</b>
How will the team/City know when the effort is completed and whether or not it was successful? During annual reporting cycle and via the established public involvement group & the Implementation Team.
What major measure(s) will you use to assess the progress of the recommendation? (indicators should be a mix of workload and effectiveness measures, when possible) Effectiveness of using the toolkit as reported by the bureaus and involved community members Fiscal and staffing impacts
How will this information be tracked/recorded, and by whom? It will be tracked and recorded by the bureaus through project evaluations and the public involvement group that is formed. <i>Public involvement network (staff group) &amp; bureau adv committees?</i>
<b>Recommendation #3: Form an ongoing group to continue work on public involvement issues .</b>
How will the team/City know when the effort is completed and whether or not it was successful? During annual reporting cycle/formation of group
What major measure(s) will you use to assess the progress of the recommendation? (indicators should be a mix of workload and effectiveness measures, when possible) The group is established and running smoothly Progress reported on remaining issues to the Implementation Team.
How will this information be tracked/recorded, and by whom? It will be tracked and recorded by the established group
<b>Recommendation #4: Reconvene quarterly meetings of City Staff Public Involvement Network to encourage ongoing work on best practices, coordination, and collaboration.</b>
How will the team/City know when the effort is completed and whether or not it was successful? An ongoing quarterly meeting will be established.
What major measure(s) will you use to assess the progress of the recommendation? (indicators should be a mix of workload and effectiveness measures, when possible) Consistent meetings and bureau participation in the City Staff Public Involvement Network meetings and events



How will this information be tracked/recorded, and by whom?  
Meeting notes and attendance record

**Co-leads' Signature:**

Name: <*Eileen Argentina*> Signature: \_\_\_\_\_ Date: 11/2/06

Name: <*Jo Ann Bowman*> Signature: \_\_\_\_\_ Date: 11/2/06

Name: <*insert name*> Signature: \_\_\_\_\_ Date: \_\_\_\_\_

# **Bureau Innovation Project #9 – Public Involvement Narrative Supplemental Report**

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## **I. Executive Summary**

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Currently, bureaus do not perform public involvement consistently citywide. There aren't universal processes in place to define what types of projects need public involvement or what level of involvement is needed. The public cannot necessarily expect a consistent approach from bureau to bureau, nor a minimum standard of involvement. There are also only a few citywide resources available to guide a bureau to choose the appropriate type of public involvement.

This effort focused on internal city reforms to public involvement processes that could create consistent expectations and processes for public involvement activities depending on the type of project. Creativity and flexibility for the individual needs of projects was also a goal of this project. The team looked at how city staff and officials interact with the community and worked to create what could be publicly shared expectations around types of projects requiring public involvement and public involvement processes.

*\*For the purposes of this work, we used a broad definition of public involvement that includes the full spectrum - from public information to public involvement to public engagement.*

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## **II. Methodology**

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Appointed by the Mayor's Office in the spring of 2005, the BIP #9 Steering Committee included the following members:

- Eileen Argentina, Bureau of Transportation
- Jo Ann Bowman, Oregon Action
- Barbara Hart, Planning<sup>1</sup>
- Brian Hoop, Office of Neighborhood Involvement
- Elizabeth Kennedy-Wong, Mayor's Office
- Laurel Butman, Management & Finance, Staff for BIP #9

This steering committee identified additional members from both the public and City staff to make up the rest of the team. Team members were carefully selected to be representative. Unfortunately, some team members had to withdraw their membership due to other commitments. The full team met monthly from August of 2005 through September 2006.

Participants are listed on the next page.

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<sup>1</sup> Note: Barbara Hart left the City for a different position and had to step down from the Steering Committee, yet she stayed on the BIP #9 Committee as a public member.

**Team members, in addition to the Steering Committee members, included:**

- Art Alexander, Technology Services
- Megan Callahan, Environmental Services
- Sue Dicile, Management Resources
- Christine Egan, Portland Development Commission
- Gay Greger, Parks & Recreation
- Tim Hall, Water
- Barbara Hart, EnviroIssues
- Brian Hockaday, Commissioner Adams' Office
- Beth Kaye, Housing & Community Development
- Sandra LeFrancois, Central Northeast Neighbors
- Marsha Palmer, Police Bureau
- Maija Spencer, Management & Finance, Staff for BIP #9
- Cameron Vaughan-Tyler, Portland Business Alliance
- Rick Williams, Lloyd District Transportation Management Association
- Karen Withrow, Metro

**Other Participants:**

- Sanjeev Balajee, Mayor's Office
- Kelly Ball, Police Bureau
- Lynne Coward, Sullivan's Gulch Neighborhood Association
- Gretchen Hollands, Sylvan Highlands Neighborhood Association
- Linda Hunter, Our United Villages
- Mary Jo Markle, Commissioner Adams' Office
- Antoinette Pieka, Housing and Community Development
- Duke Shepard, Portland Business Alliance
- Romeo Sosa, Latino Network
- Allison Stoll, Central Northeast Neighbors

**Interested Parties:**

- April Burris, Public
- Glenn Bridger, Southwest Neighborhoods, Inc.
- Steve Hoyt, Southeast Uplift
- Paul Leistner, Mount Tabor Neighborhood Association
- David Pool, News for Neighbors
- John Ryan, Public
- Michelle Walch, Management & Finance Intern
- Kate Warren, Metro Committee for Citizen Involvement
- Jonah Willbach, Public

At the initial meetings, the team established ground rules for decision-making and discussed the charge given by the Mayor's Office. The challenge was to keep the scope of the work sufficiently focused to ensure completion of a successful product. As well, it was difficult to acknowledge or address the massive body of former work of the

Public Involvement Task Force as most committee members had not been involved in the Task Force process.

The committee set a goal: create a set of tools that will help ensure more consistent public involvement processes citywide. Early on, the team also requested and received permission from the Mayor's Office to drop the "Boards and Commission" piece from the original charge, with the recommendation that another group take on this issue to give it proper attention.

To develop the tools to reach its goal, the team researched other public involvement toolkit models from around the world. Sources included: Warringah, Australia; International Association for Public Participation; Moreland Council, Australia; Portland Development Commission; and Western Area Power Administration. Based on elements of these models, the team developed its own toolkit, comprised of level of impact questions, a level of involvement spectrum, and categories of involvement methods.

Once drafted, these products – now compiled into a toolkit – were reviewed by the visionPDX Engagement sub-committee. Jo Ann Bowman and Eileen Argentina reviewed them one-on-one with Council members and Bureau Directors and gathered their feedback. Commissioners Leonard and Adams both volunteered to pilot the toolkit in its first year in the Water Bureau and for arts planning, respectively.

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### **III. Findings**

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- 1. To encourage consistent public involvement practices citywide, bureaus need a common process and tools that have been approved for use citywide.** There are few city-approved resources available to guide a bureau to choose appropriate levels and types of public involvement. A common approach will help bureaus define what types of projects and project decisions need public involvement and, if warranted, what level of involvement is needed. Additionally, once desired levels of involvement are determined, a common array of methods or tools will help reinforce consistency. Without these mechanisms in place, the public cannot expect a consistent approach from bureau to bureau, or any minimum standards of involvement. As an adjunct, ongoing coordination, collaboration, and work on best practices among city public involvement staff would help ensure stability in implementation.
- 2. Creating consistent public involvement standards and process is only one piece of the puzzle.** Public involvement is a broad topic, and as this group began its work, it became clear there were many issues that existed beyond the team's assigned scope of work and timeframe. The team looked at how involvement occurs once a project exists, but many committee members wondered how that project makes it to the table, especially if it is publicly initiated. Beyond this, the team found there are other issues as important to improving public involvement:

- In particular, the Public Involvement Task Force, a committee run by ONI prior to the BIP's, had laid out 35 recommendations (see appendix) for further work in its draft report. The majority of these were not addressed by this team nor were they ever finalized or acted upon by Council. It is clear that BIP #9's work is not the final step to improving public involvement in the City of Portland.
- Additionally, the team kept a running list of important issues that consistently arose in team conversations, yet were outside of the prescribed scope of work. Those issues, as identified by BIP #9, also need to be studied further.

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#### **IV. Outcomes**

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A toolkit was created by BIP #9 that consists of the Level of Impact Questions, the Public Involvement Spectrum, and the Public Involvement Tools (*see Appendix for full versions of these documents*). Because public involvement levels may change throughout a project's life this toolkit can be used at all stages of a project from birth to completion. A public involvement staff member assigned to a project can take the lead in using this tool, but it is critical that this toolkit, particularly the Level of Impact Questions, should not be used in isolation. Rather, it is best to involve stakeholders and project managers in strategizing and developing the process.

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#### **IV. Recommendations**

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**Recommendation #1:** Pursue the agreed upon pilot projects to test the effectiveness of the toolkit developed by the team and provide a report to Council on the results and ways to improve the toolkit.

**Recommendation #2:** Require all bureaus use the toolkit products – Levels of Impact, Public Involvement Spectrum, and Public Involvement Tools – consistently in all stages of their projects to help ensure that public involvement is performed consistently citywide.

**Recommendation #3:** Form an ongoing group to ensure work continues on public involvement issues, specifically both this BIP team's list of parking lot issues and the Public Involvement Task Force's recommendations.

**Recommendation #4:** Reconvene quarterly meetings of City Staff Public Involvement Network to encourage ongoing work on best practices, coordination, and collaboration.

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#### **V. Appendix:**

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- I. Public Involvement Tool Kit
- II. BIP #9 Parking Lot Issues
- III. Public Involvement Task Force Draft Recommendations

<b>Appendices to BIP #9's Narrative Supplemental Report</b>
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**I. Public Involvement Toolkit**

**II. Parking Lot Issues from BIP #9 Meetings**

**III. Summary of Recommendations from Draft Report from  
Public Involvement Task Force**

# **Public Involvement Toolkit**



**November 2006**

**Submitted by:  
The Mayor's Bureau Innovation Project #9:  
Public Involvement**

**Eileen Argentina and Jo Ann Bowman, Co-Chairs**

# Guidelines for Using this Toolkit

## **Introduction**

The Bureau Innovation Project #9 team, an initiative of Mayor Potter that began in June 2005, developed this toolkit. A team made up of both city staff and public members developed the tools based on research and discussion of models from around the world. It was important to the team to develop a model that would be easy to apply to all city bureaus and create consistent expectations for the public, yet not limit the creativity or flexibility of public involvement staff.

## **Before the Toolkit:**

Before a public involvement staff person starts using the toolkit, there are activities that should normally occur in the overall public involvement project. The Process Overview demonstrates a typical public involvement process<sup>1</sup>. More about general steps and guidance for performing public involvement is available in the City of Portland's Outreach and Involvement Handbook, the third edition of which will incorporate the Toolkit.

First, project managers – be they public involvement staff, general project managers, or consultants – should perform, at the very least, an assessment of the project or initiative that includes the following:

- An environmental scan for related mandates, plans and other directives that may have bearing on the project,
- An initial stakeholder assessment, including considering whether this project may disproportionately affect a particular community or traditionally underrepresented community.
- A review of the goals and purposes of public involvement for the project, and
- An evaluation of resources available for the public engagement component of the project.

Once this preliminary review is complete, the toolkit can be drawn upon to further define the public involvement approach most suited to the particular project. The toolkit can also be used multiple times throughout the span of a project to assess options in a project's phases or to reassess in the event that circumstances change or modifications are needed.

## **How to use the Toolkit:**

This toolkit is designed to be used, ideally with participation from a representative stakeholder group, to assess the optimal approaches and methods for engaging the public in a project or initiative. It is applicable to development and planning projects as well as policy explorations and general public education.

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<sup>1</sup> Appendix A, page 4 of Toolkit



Consisting of a series of questions intended to clarify public interests and needs in the engagement process followed by a spectrum of approaches matched with tools and methods, this toolkit can help with identification of prospective options. Used with a stakeholder group, it can also help develop early public commitment to project success as public members participate in the development of the public process. The suggested steps for using the toolkit are as follows.

### **The Facilitated Stakeholder Meeting:**

#### **Step 1: Asking the Questions**

Once an environmental assessment (see above) has been completed, convene a stakeholder meeting. Bringing together stakeholders with diverse perspectives and interests helps insure that the resulting involvement will respond more readily to community needs and values.

Referring to the list of questions<sup>2</sup>, pose each question and allow all participants to answer the question in turn. If the group is very large, dividing into multiple small groups of 6-10 is recommended. As participants answer the question, the facilitator should place a check mark in the appropriate box. When all participants have answered, the facilitator moves on to the next question and each subsequent question in turn.

The facilitator should take care to ensure all voices are heard and that no answers are discussed or judged during this process. It is a free-flowing question and answer period, and all answers are equally valid.

#### **Step 2: Assessing the Answers**

Once all the questions have been answered in this manner, after thanking participants for their input, the facilitator should get agreement that the next step is to assess the group's general majority view on each question. The facilitator assessing the answer patterns, averaging them to determine a probable midpoint, and then affirming this with the group can informally accomplish this. Another option is to assign a number value to each answer and then average the answers for a mathematical average.

#### **Step 3: Overall Scoring or Scale Assessment**

After each question has been assessed and the average answer plotted, the facilitator should work with the group to come up with an overall score or location on the scale for the project. Some answers may seem to have opposing scales for this purpose. It is better not to focus on this, but to work with the group to determine a general rating or characterization of the project that will help point to the type of engagement and tools of engagement are warranted.

The questioning exercise can result in multiple positive outcomes. The facilitator, who is likely the public involvement manager for the project, will have a much better sense

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<sup>2</sup> Appendix B, page 5 of Toolkit

of stakeholder views and issues. If the outcomes of the questions conflict with the limitations of mandates driving the project, this early warning system will help daylight potential sources of conflict so they can be dealt with early on. In addition, engaging stakeholders in discussing the community interest and positions regarding the project can result in early education as well as participation.

#### **Step 4: Using the Spectrum**

Once the project assessment using the questions is complete, the group can turn to the spectrum<sup>3</sup> to discuss levels and methods of engagement. Usually, the facilitator will suggest a “landing place” for the project on the spectrum based on the question discussion, the question-by-question scores, and the overall score or outcome.

The group should discuss and come to agreement on the level of public involvement dictated for the project by the assessment. The ultimate choice need not conform directly with the “score” from the questioning exercise. It is important that the level of involvement take account of the answers to the questions but also other associated factors of the project – mandates, timelines, resources, geographic scope, etc.

#### **Step 5: Determining the Appropriate Tools and Methods**

Once the group has agreed where the project falls on the spectrum and understands the purposes and roles associated with the result, the facilitator can lead a discussion of likely tools and methods<sup>4</sup> for ensuring public engagement at the determined level. This is the point in the exercise where stakeholder participation can be particularly effective in providing insights of which project staff may be unaware and in matching tools and methods to the community in which the engagement is to take place.

#### **What Follows:**

Putting the toolkit to use early in a project is an important step in developing a public involvement plan. Following these initial planning steps, staff should develop a public involvement plan that includes timelines, goals, benchmarks, and a detailed budget for the project’s involvement components. Common steps following the toolkit exercise are:

- Complete and gain approval for the public involvement plan
- Share the plan with your initial stakeholder group and incorporate feedback
- Launch and implement the plan
- Evaluate and revisit the plan as warranted
- Ensure evaluation of the plan’s success, especially with the initial stakeholder group
- Assess and report on successes and lessons learned

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<sup>3</sup> Appendix C, page 6 of Toolkit

<sup>4</sup> Appendix D, page 7 of Toolkit

## **Additional Resources**

1. Outreach and Involvement Handbook  
(<http://www.portlandonline.com/shared/cfm/image.cfm?id=98500>)
2. IAP2 website ([www.iap2.org](http://www.iap2.org))

# APPENDIX A PUBLIC INVOLVEMENT TOOLKIT, PROCESS OVERVIEW


**NOTES:**

- ✓ This model should apply to any project, no matter where it comes from
- ✓ Assumption: process should be able to deal with 90% of the issues that come up

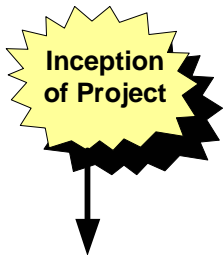
LEAST IMPACT  
(light bulb change)

Incorporate:

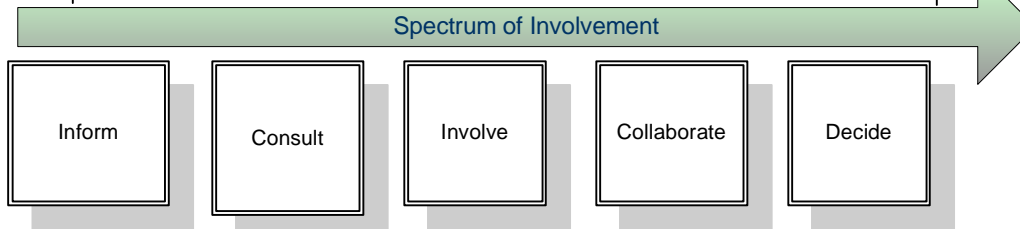
- ✓ Course Corrections
- ✓ Early Alerts



MOST IMPACT  
(Ice Rink)



Questions Exercise & Project Assessment with Stakeholders, see Guidelines



**Characteristics:**

- ✓ Origin of the project (its history & prior decisions)
- ✓ Timeline
- ✓ Cost/Budget
- ✓ Scope
- ✓ Policy background
- ✓ Precedent/Mandate
- ✓ Urgency \*
- ✓ Level of community interest

\* perhaps hardest to identify due to limiting factors

Choose Tools/ Methods

**PUBLIC INVOLVEMENT PLAN:**

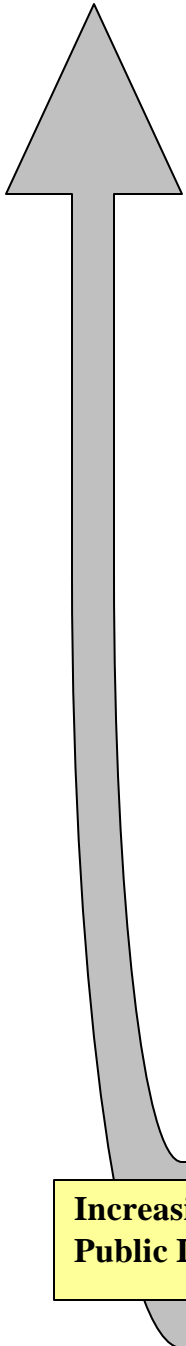
- Audience/ Stakeholder(s)
- Tool(s)
- Timing
- Goals
- Evaluation

**Levels of Impact**

Assessment Questions	Very Low	Low	Moderate	High	Very High
1. What is the anticipated level of conflict, opportunity, controversy, or concern on this or related issues?					
2. How significant are the potential impacts to the public?					
3. How much do the major stakeholders care about this issue, project, or program?					
4. What degree of involvement does the public appear to desire or expect?					
5. What is the potential for public impact on the proposed decision or project?					
6. How significant are the possible benefits of involving the public?					
7. How serious are the potential ramifications of NOT involving the public?					
8. What level of public participation does Council and/or bureau directors desire or expect?					
9. What is the possibility of broad public interest?					
10. What is the probable level of difficulty in solving the problem or advancing the project?					

### **DRAFT Public Participation Spectrum**

<b>Level:</b>	<b>Public Participation Goal:</b>	<b><i>The City will:</i></b>	<b>Tools* to Consider:</b>	<b><i>The Community:</i></b>
<b>Decide</b>	To place final decision-making in the hands of the public.	<i>Implement what the public decides.</i>	#5 Committees #6 Feedback Mechanisms #8 Community Driven & Organized #9 Techniques & Methods	<b><i>Decides</i></b>
<b>Collaborative</b>	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	<i>Partner with public in each aspect of decision.</i>	#6 Feedback Mechanisms #8 Community Driven & Organized #9 Techniques & Methods	<b><i>Partners</i></b>
<b>Involve</b>	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	<i>Work with the public to ensure that their concerns are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.</i>	#5 Committees #6 Feedback Mechanisms #7 Formal Hearings/Forums #8 Community Driven & Organized	<b><i>Participates</i></b>
<b>Consult</b>	To obtain public feedback on analysis, alternatives, and/or decisions.	<i>Keep the public informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.</i>	#3 Events/ Meetings #5 Committees #6 Feedback Mechanisms #7 Formal Hearings/Forums	<b><i>Contributes</i></b>
<b>Inform</b>	To provide the public with balanced & objective information to assist them in understanding the problem, alternatives, opportunities, and/or solutions.	<i>Keep the public informed.</i>	#1 Information/ Notification #2 Publications #3 Events/ Meetings #4 Community Education	<b><i>Learns</i></b>



**Increasing Level of Public Involvement**

\*Refer to “Public Involvement Tools, by Category” on the next page for the full list of techniques.

Adapted from IAP2’s Public Participation Spectrum ([www.iap2.org](http://www.iap2.org))  
DRAFT – October 2006 – Bureau Innovation Project # 9, City of Portland

**Public Involvement Tools, By Category – BIP #9**

#1 Information/ Notification	#2 Publications	#3 Events/ Meetings	#4 Community Education	#5 Committees	#6 Feedback Mechanisms	#7 Formal Hearings/ Forums	#8 Community Driven & Organized	#9 Techniques & Methods
<ul style="list-style-type: none"> <li>• Advertisements</li> <li>• Advertisements, Newspaper Inserts</li> <li>• Advertisements, Transit Ads</li> <li>• Bill Stuffer</li> <li>• Clerical Information Contact</li> <li>• Email</li> <li>• Info Centers &amp; Field Offices</li> <li>• Information Hot Line</li> <li>• Information Repositories</li> <li>• Media: Comics, Community Media/Cable Access, Feature Stories, Podcasting, Radio, TV</li> <li>• News Conferences</li> <li>• Postcards</li> <li>• Press Releases</li> <li>• Soap Box</li> <li>• Staffed Displays</li> <li>• Tabling</li> </ul>	<ul style="list-style-type: none"> <li>• Brochures</li> <li>• Fact Sheets</li> <li>• Issues Papers</li> <li>• Mailings</li> <li>• Newsletters</li> <li>• Reports</li> <li>• Review Drafts</li> <li>• Websites</li> </ul>	<ul style="list-style-type: none"> <li>• Community Fairs</li> <li>• Community Forums</li> <li>• Design Charrettes</li> <li>• Door to Door/Canvass</li> <li>• Field Trip</li> <li>• Groundbreaking Ceremonies</li> <li>• Meetings with Existing Groups</li> <li>• Meetings, Virtual</li> <li>• Neighborhood Walks/Strolls</li> <li>• Open Houses</li> <li>• Roadshow</li> <li>• Summits</li> <li>• Tours</li> <li>• Open Houses</li> <li>• Virtual Open Houses</li> <li>• Web-based Meetings</li> <li>• Workshop, Computer-Facilitated</li> <li>• Workshops</li> </ul>	<ul style="list-style-type: none"> <li>• Briefings to Neighborhood &amp; Community Organizations</li> <li>• Brown Bags</li> <li>• Door to Door/Canvass</li> <li>• Panels</li> <li>• FAQ's</li> <li>• Field Trip</li> <li>• Media: Feature Stories &amp; Editorials</li> <li>• Speakers Bureau</li> <li>• Staffed Displays</li> <li>• Tabling</li> <li>• Trainings</li> </ul>	<ul style="list-style-type: none"> <li>• Advisory Committees</li> <li>• Citizen Juries</li> <li>• Commissions &amp; Boards</li> <li>• Established Groups &amp; Committees</li> <li>• Expert Panels</li> <li>• Task Forces</li> </ul>	<ul style="list-style-type: none"> <li>• Comment Cards</li> <li>• Community Feedback Board</li> <li>• Door to Door/Canvass</li> <li>• Fishbowls</li> <li>• Focus Groups</li> <li>• Handheld Voting</li> <li>• Interviews</li> <li>• Large Group Study</li> <li>• Media, Blogs</li> <li>• Online Testimony</li> <li>• Polling: Computer-Based, Deliberative</li> <li>• Response Sheets</li> <li>• Surveys: Exit/Follow-up, In Person, Intercept, Internet, Mailed, Telephone</li> <li>• Tabling</li> <li>• Virtual Room</li> </ul>	<ul style="list-style-type: none"> <li>• Community Forums</li> <li>• Online Testimony</li> <li>• Public Hearings</li> </ul>	<ul style="list-style-type: none"> <li>• Coffee Klatches/ House Parties</li> <li>• Community Facilitators</li> <li>• Form New Community Group</li> <li>• Meetings, Community Initiated</li> <li>• Small Grants</li> </ul>	<ul style="list-style-type: none"> <li>• Consensus Building Techniques</li> <li>• Deliberative Dialogue</li> <li>• Design Charette</li> <li>• Future Search Conference</li> <li>• Network with Leadership (esp. cultural groups)</li> <li>• Open Space Technology</li> <li>• Outside Consultant/ Facilitator</li> <li>• Popular Education</li> <li>• Role-playing</li> <li>• Samoan Circle</li> <li>• Study Circles</li> <li>• Technical Information Contact</li> </ul>

## **Appendix II to BIP #9's Supplemental Narrative Report**

### **Parking Lot issues from previous BIP #9 meetings:**

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- Bureau advisory committees (standing)
- Bureau budget committees
- Neighborhood needs assessment
- Project identification process (specifically for the public's ideas)
- Community small grants project
- Boards & commissions
- Follow-up from bureaus on public input
- Stakeholder/community of interest (who identifies)
- Metro's Committee for Citizen Involvement (MCCI)
- City academy for civics
- Public involvement handbook
- Public involvement plan template
- Public involvement principles (proposed by PI Task Force)
- Questionnaire/checklist?
- Post-project evaluation
- Policy language
- Standing public involvement committee or commission
- Reconvene public involvement staff quarterly meetings
- Public involvement task force's recommendations
- Funding for public involvement



# Summary of recommendations

## From draft report from Public Involvement Task Force Spring 2003 – Spring 2004

The report is organized into five categories –Governance as Partnership, Culture, Community, Process, and Accountability - under which the recommendations are listed.

### Governance as Partnership

1. Recommendation: Adopt Public Involvement Principles.
2. Recommendation: Require City bureaus to develop formal written PI policies that implement PI principles. Develop a model policy to serve as a framework. Use Metro, Bureau of Environmental Services and Parks and Recreation bureau policies as models.
3. Recommendation: Establish stable funding mechanism for public involvement processes.
4. Recommendation: Require written PI plans for certain types of major capital, policy and planning projects.
5. Recommendation: Establish a standing Public Involvement Advisory Commission to advise bureaus and hold the City accountable to adopted public involvement principles and guidelines. Create a Public Involvement position to adequately staff commission and issue an annual report, among other duties.

### Culture

6. Recommendation: Develop policies and system for improving the quality and availability of public information. Provide a paragraph summarizing each Council agenda item. Provide web links to supporting information. Clarify use of “emergency” ordinances.
7. Recommendation: Support ongoing development of web-based calendar of public involvement events. Better utilize Portland

Community Media (formerly Portland Cable Access)  
calendar of events.

8. Recommendation: Implement improvements to PortlandOnline to make City information more accessible and transparent:
- ❑ Post Council agendas including significant items on web 10 days in advance.
  - ❑ Post important public involvement documents on PortlandOnline.
  - ❑ Publish capital construction projects on PortlandOnline.
  - ❑ Post bureau public involvement policies and project public involvement plans online.
  - ❑ Develop criteria for timeliness and accuracy for posting information to City Information and Referral line and bureau web sites.
9. Recommendation: Better utilize existing community resources for project outreach.

## **Community**

10. Recommendation: Adequately fund and expand citizen education and training on City processes and advocacy skills. Initiate popular education and training on how City processes work and advocacy skills for diverse constituencies (includes partnerships with culturally-specific organizations, neighborhood offices, other agencies.)
11. Recommendation: Engage youth in City civic activities through community-based service learning.
12. Recommendation: Require bureaus to commit a specific percentage of bureau and project budgets for accommodating special needs requests for language interpretation and translation.
13. Recommendation: Expand efforts to make all public involvement events accessible to people with disabilities, seniors, and other constituency groups. Require Americans w/Disabilities Act (ADA) accessibility for all City public involvement events.
14. Recommendation: Work with Purchasing Bureau and Risk Management to eliminate barriers for Minority, Women and Emerging Small Businesses to access Professional, Technical and

Expert contracts for public involvement and information services.

15. Recommendation: Improve accessibility of childcare services at key public involvement events to expand participation of families with children in City public involvement processes.
16. Recommendation: Develop policy to accommodate digital divide. Not everyone has email.
17. Recommendation: Better coordinate diverse stakeholder contacts and relationship building efforts with community organizations and media.

## **Process**

18. Recommendation: Develop a process by which to direct a project into a public involvement or public information process.
- ❑ Develop mechanism to provide early notification and public input into bureau CIP discussions and bureau budgets *before* proposed budgets are submitted.
  - ❑ Develop a Matrix to guide determination of types and timing of public involvement. Incorporate a project conceptualization stage for large capital projects. Provide for funding mechanisms for implementing community-identified needs.
  - ❑ Review models and establish mechanisms for public involvement.
19. Recommendation: Develop a process by which a bureau would design a public involvement process.
- ❑ Update Outreach & Involvement Handbook to a Best PI Practices Handbook with a common checklist, template and questions for developing PI plans based primarily on Metro's model and the city PI staff proposal developed during the PITF process
20. Recommendation: Develop a process by which a bureau would implement the public involvement process.
- ❑ Determine best methods to ensure bureaus follow required adopted steps when planning PI and or public information processes

- ❑ Determine a compromise on the issue of minimum notice requirements as part of the Best Practices Handbook development process.
- ❑ Post important public involvement documents on PortlandOnline

21. Recommendation: Establish an informal networking group of public involvement and public information staff from different bureaus to meet regularly to review and discuss public involvement policies, projects, and issues.
22. Recommendation: Create position of Public Information specialist to coordinate inter-bureau development of citywide communication and media strategy.
23. Recommendation: Create internal citywide web-based database for list management and web-based stakeholder interest list sign-up options.
24. Recommendation: Develop staff education and training program on best practices and culturally appropriate public involvement skills.
25. Recommendation: Review the role of the Office of Neighborhood Involvement and its location in the structure of City government.
26. Recommendation: Coordinate efforts to diversify public involvement efforts with the Office of Affirmative Action’s Citywide Diversity Development Coordinating Committee.

## **Accountability**

27. Recommendation: Develop a general public involvement process “checklist to guide bureaus through a process of evaluating the level and nature of public involvement appropriate for a particular government policy, project, or action.
28. Recommendation: *Placeholder for recommendation about bureau directors reporting to Council with one-year progress reports on implementing these proposals. (Accountability Workgroup wanted this in here but I could not find recommendation.)*
29. Recommendation: State responsibility for development and implementation of public involvement plans in public involvement staff position descriptions. Include support for and compliance

with public involvement principles and requirements as an element of annual reviews for bureau directors, project managers and staff.

30. Recommendation:

Require documenting public involvement process in ordinance paperwork, “ordinance backing,” before submitting to Council.

**For more information:**

<http://www.portlandonline.com/oni/index.cfm?c=29118>

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**Resolution No. XXXXXX**

**TITLE:** Renew the City's commitment to public involvement principles and implement steps to improve consistency and ongoing improvement in public involvement practices of city bureaus.

WHEREAS, the City of Portland has a long-standing commitment to public involvement both in its internal practices and within the neighborhood system; and

WHEREAS, the City has adopted the following public involvement principles and policies that can be further supported and strengthened:

- Citizen Involvement Principles (Resolution No. 35494),
- Web-Based Inventory of Significant Policies, Programs & Projects (Resolution No. 36109),
- Citywide Web-Based Calendar (Resolution No. 36170); and

WHEREAS, bureaus have demonstrated their commitment by applying public involvement practices in their operations but those practices remain inconsistent; and

WHEREAS, significant opportunities remain to build on existing bureau efforts and to ensure consistent public involvement practices citywide; and

WHEREAS, the Bureau Innovation Project (BIP) Implementation Team has reviewed and approved the BIP #9 Public Involvement Practices team's recommendations for the implementation of a toolkit and further work on several remaining issues.

NOW THEREFORE, BE IT RESOLVED, that the Portland City Council acknowledges the work that has been completed to date by the Bureau Innovation Project #9 team and the prior Public Involvement Task Force; and

BE IT FURTHER RESOLVED, that the Portland City Council adopts the recommended Public Involvement Toolkit and guidelines developed by the #9 team to be used by all bureaus and City Council in decision making; and

BE IT FURTHER RESOLVED, that the Portland City Council directs the implementation of the toolkit within voluntary pilot projects by Commissioners Adams and Leonard to be completed by July 2007 and encourages additional pilot projects; and

BE IT FURTHER RESOLVED, that results of the pilot projects will be reported to the BIP Implementation Team no later than July 2007; and

BE IT FURTHER RESOLVED, that the City Staff Public Involvement Network shall be reconvened and meet quarterly to work on toolkit implementation, ongoing coordination

and improvement, and interim internal tasks to prepare for the formation of an ongoing public involvement group; and

BE IT FURTHER RESOLVED, that City bureau directors are directed to:

- Adopt and implement the public involvement toolkit for projects and policy development activities, and
- Assign staff to participate in the internal Public Involvement Network, and
- Contribute to an annual report on progress; and

BE IT FURTHER RESOLVED, that the Portland City Council adopts the #9 team's recommendation to form an ongoing public involvement group composed of public and city employee members and provide staff support for implementation, tracking and reporting no later than March 2007; and

BE IT FURTHER RESOLVED, that the public involvement group will review issues and recommend improvements to public involvement practices to be considered by all bureaus and City Council, address draft recommendations from the Public Involvement Task Force; and ensuring that additional issues raised by the #9 Team (e.g., parking lot issues) are assigned and addressed.