

**TRANSPORTATION AND GROWTH MANAGEMENT PROGRAM:  
APPROACH TO PUBLIC INVOLVEMENT AND STAKEHOLDER  
OUTREACH**



**September 2011**

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## **Purpose**

The Oregon Transportation and Growth Management Program (TGM) is a partnership between the Oregon Department of Transportation (ODOT) and the Oregon Department of Land Conservation and Development (DLCD). Through grants and technical support services, TGM works collaboratively with local governments on projects that encourage land use planning and the local transportation network to better support each other.

This report has been compiled at the request of the Federal Highway Administration. The intention of the report is to document some of the specific ways in which TGM has been structured to seek out and successfully involve the public and stakeholders in its work. Public involvement has been a focus of the TGM program since its commencement in 1993. Recent case studies are highlighted in this paper to demonstrate how the inclusion of public participation and stakeholder outreach as prominent elements in TGM-funded projects has contributed to the direction and outcome of each project. A secondary purpose of this report will be to examine TGM's public involvement process and determine whether a more formalized guideline of procedures or Best Practices should be adopted to better serve TGM's objectives.

This report will be distributed to all TGM program and project staff at the next Quarterly TGM Team Meeting. This will provide an opportunity for review of the public involvement process and discussion of specific outreach techniques used in the five distinct TGM regions of Oregon, with the goal of assisting to broaden project managers' awareness of effective and insufficient strategies and related efforts put forth in projects.

## Introduction

Public involvement and stakeholder outreach in TGM projects are consistent with and supportive of federal and state laws and policy guidance. Federal requirements include:

- Title VI of the Civil Rights Act of 1964;
- Executive Order 12898: Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations;
- Federal-Aid Highway Act;
- Rehabilitation Act of 1973;
- Civil Rights Restoration Act of 1987;
- Executive Order 13166: Improving Access to Services for Persons with Limited English Proficiency; and,
- Americans with Disabilities Act of 1990.

State public involvement policy guidance for the TGM program come from three main sources:

1. The Oregon Transportation Commission's (OTC) [Public Involvement Policy](#).
2. Oregon's Statewide Planning Goals
  - Goal 1: *Citizen Involvement*, guides the development of a citizen involvement plan in transportation decision-making.
  - Goal 4: *Sustainability*, includes provisions for equal access to transportation decision-making to the fullest practical extent and regardless of race, culture or income.
3. The Oregon Transportation Plan (OTP) and its public involvement provisions:
  - Strategy 7.3 guides the public involvement and consultation process.
  - Strategy 7.3.1 states that programs for the involvement of citizen, business, tribal, local and state governments must be conducted and publicized, when preparing and adopting a modal/topic plan, transportation improvement program or multimodal transportation plan.
  - Further subsections of Strategy 7 instruct to seek out and facilitate the involvement of those potentially affected, including traditionally underserved populations; and to provide ongoing communication to the public in developing and implementing transportation policies.

The success of each TGM-funded project is a collaborative effort between TGM and the community receiving services. TGM is present in all five regions of the state, each of which is comprised of distinct and diverse areas and cultures. This necessitates working closely with local governments to determine the desired outcomes and strategies specific to each community's unique vision for their future. TGM recognizes that it is crucial for local governments to garner public support for project plans and to this end, broad-based public involvement is essential for the successful development, adoption, and implementation of each plan. Determination of outreach strategies and specific techniques are thus adapted on a project-specific basis to ensure that the needs of the community are effectively addressed.

At both the operational and administrative level, TGM adheres to the following guiding principles regarding public participation efforts. These six-steps are the most critical elements that are common to all TGM projects. They are outlined below and detailed in subsequent sections, along with case studies that document the practice of these techniques as applied to TGM-funded projects:

1. Early coordination
2. Identification of stakeholders and principle concerns
3. Formation of groups with defined roles and responsibilities
4. Proactive outreach; targeted outreach to traditionally underserved populations.
5. Use of a variety of tools and techniques to garner participation
6. Transparent and responsive process

## **Public Involvement in TGM Procedures**

In addition to public involvement in its projects, TGM emphasizes stakeholder outreach throughout its administrative processes. This is true for all TGM components; equally in the TGM Grant program as in Code Assistance, Outreach, and Quick Response services. The foundation of public involvement is institutionalized in the structure of the program. Such core and documented elements are highlighted in this section of the report.

## **Public Involvement in TGM's Local Government Grant Process**

Approximately eighty percent of the biannual TGM budget is directed toward grants. Procedural directive for outreach in the Grant program can be found in the following administrative documents:

- Pre-Application
- Tips for Preparing a TGM Application
- Application Packet for Grants and Services
- General Statement of Work Requirements
- Award Letter: Conditions of Award
- Price Agreements and Scope of Services
- Contracts with Consultants and Governments
- Transportation System Plan Guidelines

### ***Pre-Application***

TGM representatives reach out to a comprehensive list of eligible grant applicants to invite them into the process, in the form of a pre-application packet mailing. The pre-application packet describes the grant process and serves as an initial invitation to propose a project. The packet encourages discussing project suitability with a TGM representative prior to applying. In the pre-application packet, public involvement and stakeholder outreach is detailed by stipulating three pass/fail criteria for grant eligibility

for which two have outreach components that grant proposals must include in order to be eligible to receive funding. The first pass/fail requirement states:

*...A project must entail... public involvement that results in a transportation plan, land use plan or other product that addresses a transportation problem, need, opportunity or issue of local or regional/statewide importance.*

The third and final pass/fail criterion continues to emphasize this idea:

*A proposed project must clearly demonstrate that local officials understand the purpose of the grant application and support the outcomes of the project.*

In compliance with Title VI of the Civil Rights Acts of 1964 and §450.210 of the Code of Federal Regulations, during the pre-application process TGM regional representatives are instructed to communicate directly with delegates from each of the nine federally recognized Native American Tribes in Oregon to remind them of TGM services and discuss ways in which TGM could be of assistance by proposing shared objectives.

### ***Tips for Preparing a TGM Application***

Prior to the deadline for proposal submittal, TGM offers tips for preparing a competitive application. The tips promote a thorough examination of the project proposal by grant applicants and communicate what the committee will be seeking in their scoring process. Section B: *Project Specifics*, subsection 2 is directed toward the application question that requests detail on general methodology, major project tasks, data and analysis needs, as well as an overview of the public involvement process. One tip given to applicants is to create an outreach plan that includes developing staff reports and holding public hearings for adoption. In addition, the following suggestions to the applicant have been excerpted from this document:

*To develop an overview of the public involvement process, think about the scale of the project. Is it relatively small or straightforward – for example, a street design project that doesn't require capacity improvements? Or is it broader or more complex, such as a land use and transportation plan for downtown? Who are the project stakeholders – the individuals or groups that the project will most affect? For a downtown plan, examples might include downtown business and property owners. Also consider 'technical stakeholders,' such as other government agencies that could be affected or have an interest. Given the project's scope, its objectives, its stakeholders, and your knowledge of background issues, how much controversy could arise that must be addressed through the public involvement process?*

There are certain phases of any project when it is either more or less prudent to solicit and receive public comment. The following passage refers to the outreach program timeline for the proposed project:

*A public involvement approach should be a two-way process, giving the public information on the project and, in turn, providing the public with appropriate opportunities to comment. Techniques can include a web page, e-mail list, project newsletters, surveys, open houses, and public hearings.*

*Think about when the most appropriate points would be in terms of the project tasks for public involvement.*

Both of these tips require a preliminary contemplation of to whom the outreach plan will be geared, using which method and at what point in the development process. Specific determination of stakeholders and potentially affected or interested parties is further defined for projects that pass the initial proposal review.

### **Award letter**

The transmission of an award letter signifies that TGM has approved the applicant to move forward with developing a statement of work (SOW). Most award letters contain a “conditions of award” clause, which outline specific issues or concerns that need to be addressed in further detail in the SOW. Many award letters include public involvement issues in this section. A letter sent to the City of Independence on June 17<sup>th</sup>, 2010, awarding a grant to conduct an Urban Growth Boundary Concept Plan, is one such example:

*Condition of Award: Coordination*

*“We were encouraged to see a letter of support from the City of Monmouth and will need to address the ways in which coordination will take place. TGM’s expectation is that the SOW will include meaningful opportunities throughout the project for close coordination with key staff, officials and advisory groups in both Independence and Monmouth, as well as opportunities to engage the general public.”*

A letter sent from TGM to the city of Hubbard on July 19<sup>th</sup>, 2011, expresses similar concern for a more detailed outreach plan:

*Condition of Award: Coordination*

*“We will need to work out the details for the coordination of this project and ODOT’s 99E Woodburn-Aurora Segment Plan, which is currently being processed by ODOT Region 2 staff, to ensure the two projects can be implemented in a complementary manner that is essentially transparent to the general public.”*

Other examples of conditions of award related to public involvement can be found in any number of award letters located in the file archives for TGM-funded projects.

### **Application Packet and Scoring**

The final application packet for grants contains multiple references to the importance TGM places on public involvement and expectations for awarded projects. The *Grantee Obligations* section states that awarded projects are expected to consider environmental justice issues and that the public involvement program must include specific steps to provide opportunities for participation by federal Title VI communities. Additionally, a key application scoring criterion is that applicants demonstrate that their projects advance TGM objectives. One of TGM’s core objectives is: *Increasing opportunities for those*

*who have difficulty obtaining transportation because of age, income, or mental or physical disability, including for students to safely walk or bicycle to school. TGM's approach is described to applicants as making involvement accessible to all segments of the public, and confirms that the most viable proposals considered are those that include the development of plans/projects that support community values.*

## **Statement of Work**

Following notification of an award, applicants work with TGM staff to develop a project scope statement of work. The project scope of work is the basis for consulting contracts and intergovernmental agreement (IGA) statements of work (SOW). The SOW is the most important document in which TGM dedicates a strong public involvement and stakeholder outreach component, as it is a legal commitment to hold awarded jurisdictions and project consultants accountable for accomplishing specified public involvement objectives. The SOW describes the responsibilities of all entities and binds them to fulfill their assigned obligations for the project through a work order contract and price agreement. There are specific outreach requirements that must be included in the statement of work and these are expressed in the following language:

*Public involvement must allow residents and business owners of city and its environs an opportunity to provide input into the plan process. City shall consider environmental justice issues, which is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies.*

***Fair treatment** means that no group of people, including a racial, ethnic, or a socioeconomic group, should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial operations or the execution of federal, state, local, and tribal programs and policies.*

***Meaningful involvement** means that: (1) potentially affected community residents have an appropriate opportunity to participate in decisions about a proposed activity that will affect their environment and/or health; (2) the public's contribution can influence the regulatory agency's decision; (3) the concerns of all participants involved will be considered in the decision making process; and (4) the decision makers seek out and facilitate the involvement of those potentially affected. City will collect all input from different sources and COG {council of government} will analyze the results.*

*Throughout this project, city shall provide information and prepare updates on this project and announce meetings in the community newsletter, on the city website and via e-mail to local organizations. In addition to public meetings, city may present the plan to other groups interested in civic affairs in an effort to raise awareness of the planning process. Examples of these groups may include Rotary, Lions, chamber of commerce, local bodies representing low-income or disadvantaged groups, or other groups that may*

*be interested in the project. City may also provide materials to the local media.*

The public involvement tasks written into the SOW must include specific steps to provide opportunities for participation by federal Title VI communities. Grantees and consultants are instructed to utilize ODOT's Title VI (of the 1964 Civil Rights Act) Plan guidance to identify Title VI populations, formulate public involvement strategies, and report outreach efforts to and participation by Title VI communities to the TGM project manager.

TGM emphasizes to grantees that the development of a statement of work is a partnership that requires a determined effort of both of the two directing parties: the grantee project manager to ensure that the project meets community needs, as well as the TGM grant manager to ensure that the project meets TGM program goals. In developing a statement of work, TGM expects that a grantee project manager will have a reasonable understanding of the anticipated needs and desires of the jurisdiction and affected stakeholders. TGM is cognizant of the fact that projecting all of the variable needs of a community in foresight is a difficult if not impossible task. To address this, TGM usually builds additional contingent outreach tasks into the SOW. If necessary, intergovernmental agreements and work order contracts may also be amended during the project to respond to additional public involvement needs.

### **Price Agreements and Use of Consultants**

Consultants are selected to work on specific grant projects through a joint decision-making process by TGM staff and local government representatives. The scoring materials distributed to staff on the evaluation committee who review each consultant's application include language by which to score that includes criteria for evaluating the applicant's experience of working in the locality or nearby communities; or alternatively, work in localities of similar demographics. Previous history of community outreach efforts is given consideration in the evaluation process. Several consulting firms under contract for TGM projects specialize in directing the public process between government agencies and the communities they serve, or in otherwise obtaining high levels of public participation with focused groups. This is a particularly important factor that is weighed more heavily during consultant evaluations for work in project areas with a contentious history of transportation or land use planning projects; in areas with large populations of ethnic minorities; or in communities whose civic participation trends indicate a lack of involvement in public projects. Several TGM consultants have specialized knowledge of how to effectively engage stakeholders in a cooperative and meaningful way, and of the effectuation of communication methods for targeted groups (e.g. an ethnic minority group whose members may not be culturally accustomed to participating in open hearings or other traditionally practiced outreach methods). Specialized firms are also able to readily employ more innovative public involvement tools in project areas that have a history of civic apathy in the planning process.

There are inclusions in the scope of work regarding public involvement and outreach that are common to all, such as the requirement for all projects to include representatives of state, municipal, county, regional, tribal and other interested agencies, as well as the general public as project participants. Price Agreements (PA) clarify that the TGM

program places a premium on teamwork and collaboration in all of its project activities, and that it is important for the consultant to establish and maintain open communications with project participants. Public meetings, which are included in all work scopes for grants, must be planned with the intent to review schedules, interim and final products, to present meeting materials, and to gather concerns and recommendations from the public at large. PAs instruct the consultant to accomplish the following:

*Prepare public outreach and education materials to communicate the project's goals and objectives, preliminary and final results, the schedule outside of public meetings and to solicit public participation and input. Public outreach and education materials include (but are not limited to) newsletters, surveys, web-based materials, and brochures and may include printing/posting and distribution.*

The above stated outreach tools are provided as basic methods for involving the public; it is common for projects to include other tools and technology as supplemental strategies. PAs encompass the statement of work, which includes a comprehensive list of the services that are to be performed by the consultant, the schedule for performance and specific deliverables. The SOW describes the responsibilities of all entities involved in the project. Assigning specific duties, including outreach deliverables, guarantees that a designated entity is responsible for the completion of each task.

PAs also include the method of compensation provided to the contractor, whereas payment for the actual services performed under the work order contract (WOC) is allocated by a negotiated Fixed Price for the WOC, Fixed Price per Milestone, or Fixed Price per Deliverable, and is indicated accordingly in each WOC. The Fixed Price method indicates that compensation is remitted only upon the satisfactory completion of deliverables by the consultant and as defined in the WOC. As such, a Fixed Price method of compensation is used to ensure that public participation elements in the scope of work will be carried out to the satisfaction of TGM and local government coordinators. It can be assured that the local government and/or consultant will carry out the work as payment is deferred until the deliverable is satisfied. Outreach is never a low priority since each deliverable is just as important to accomplish as any other deliverable written into the contract statement of work.

### **Work Order Contracts**

TGM managers create work order contracts from price agreements to include a statement of work written according to the selected contractor, scope of the project and unique community needs. The 2009 TGM project for a Corridor Plan with the City of Woodburn is a prime example of the appropriate selection and use of consultants with specialized knowledge to address such a community with identified obstacles.

### **Woodburn Highway 99E Corridor Plan, 2009**

The City of Woodburn has a diverse population: 58.9% are Latinos, and a significant portion of the total population is comprised of Russian and German community members (Source: Portland State University Population Research Center, 2010 Census). The city acknowledged the difficulties that they had experienced with civic participation in

previous projects as stated forthright in the background information found within their TGM grant application:

*City [of Woodburn], like communities throughout the state, has difficulty engaging the public in meaningful public involvement. The city recognizes the need for more involvement from the Latino and Russian communities in planning processes as these groups comprise over half of the population in the city. The public involvement process is paramount in the project since property owner support is key to the successful adoption of the Corridor Plan.*

The TGM evaluation committee addressed the city's concerns when selecting a consultant for this project and identifying the tasks that the consultant would accomplish in the following ways:

1. The scoring materials used on each consultant were purposefully crafted to assess each firm's demonstrated qualifications for eliciting input from the civic community of Woodburn. Consultants were asked and individual TGM committee members were instructed to consider the question: *In a culturally and economically diverse community, what public involvement tools are most useful in drawing people out and garnering constructive input?* Other indications of suitability for this project were gauged through additional inquiries to consultants: *Identify strategies to reach consensus on politically sensitive projects; and, identify specific work in Woodburn and the project manager's role in that project; or identify the same for a similar project in a similar city.*
2. The questions from this category were rated for consultant evaluation from a score of 18 – the highest category value for questions on the scoring materials for this project.
3. In defining the deliverables, TGM staff and the city worked together to write a SOW included in the price agreement for the consultant that adequately addressed this issue by including a detailed strategy to *encourage public involvement utilizing a stakeholder mailing list, outreach to property and business owners, Citizen Advisory Committee (CAC) meetings, Planning Commission (PC) work sessions and public meetings and the public hearing process.*
4. Milestones were included in the SOW for this project under tasks #4, #5 and #6 to ensure that there was *consensus on major project deliverables to make it appropriate to proceed with remaining tasks of the project.* The milestones stated that the consultant's work on subsequent tasks of the SOW were to be held from commencement until written authorization from the project manager to continue the work was received, and only upon review of summaries of meetings held by and for: the public, the TAC, CAC and property and business owners, will the project manager determine if there is

sufficient consensus on major project components to make it appropriate to proceed with the remaining tasks.

The following outreach-specific deliverables were extracted from a work order contract between TGM and Kittelson & Associates, Inc., a consultant for the 2010 TGM-awarded Transportation System Plan (TSP) update grant for the City of Hubbard, Oregon. TGM recognizes that the allocation of adequate resources for public involvement is a prerequisite for success, and the detail in the following task descriptions is an average representation of those that may be found in a typical work order contract for a TGM-funded TSP grant project:

**City of Hubbard Transportation System Plan Update, 2010**

**Selected Mid-Willamette Valley Council of Governments (MWVCOG) Deliverables:**

1. PAC roster: Identify and solicit members of a Project Advisory Committee (PAC) to review project materials and advise on technical and policy issues throughout the project. Members of the PAC must include the consultant and representatives from the city, county, MWVCOG, DLCD, ODOT Planning, ODOT Transportation Planning Analysis Unit, Rail, and Bicycle and Pedestrian Program, the work order contract project manager (WOCPM), and other interested citizens and business owners.
2. PAC meeting #1: Facilitate meeting; provide map of the project area that identifies specific areas of interest for PAC members.
3. Facilitation of PAC meetings #2, #3, #4, #5, #6; facilitate discussion of the outcome of public survey; review and solicit comment on draft policy and code amendments.
4. Develop a community newsletter to be distributed that informs the public about the TSP update, directs them to the city website for updates and provides notice of the upcoming community workshop.
5. Community workshop: Prepare an outreach message for use in community newsletters, city website, and newspaper; provide sufficient staffing for the workshop.
6. Public survey: Use final public survey questions to develop an online survey to help distribute the questionnaire; distribute public survey with local utility billings; post link to public survey online on the city website; assist city by preparing outreach messages (e.g. press release, web posting) to help publicize public survey; prepare a summary of the survey results and distribute to the PAC.
7. Distribute draft policy and code amendments to PAC for review and comment two weeks prior to subsequent PAC meetings.
8. Revised policy and code amendments: Prepare documents based on comments obtained at PAC meetings; distribute electronically to PAC.
9. Draft updated TSP: Send electronically to consultant and PAC for review and written comment; revise draft based on PAC comments; distribute electronically and provide four hard copies to city.

10. Prepare public notice for adoption of TSDC; prepare other applicable public hearing notices; answer questions at the public hearing.

Consultant

1. Within two weeks of the first PAC meeting, consultant shall format the city's website to include up to date information regarding the project; shall provide updates for the city's website throughout the project as listed in the tasks, including:
  - a. project schedule and calendar;
  - b. meeting agendas and minutes;
  - c. background maps;
  - d. draft alternatives;
  - e. draft and revised reports;
  - f. city staff contact information;
  - g. PAC roster, and;
  - h. opportunity to submit e-mail comments.

*Documentation that this task is underway can be found at the city/project website:*

<http://www.cityofhubbard.org/TSPUPDATE2011.htm>

2. Review and solicit comment on Draft Tech Memo #1.
3. Review a draft of the newsletter created by the MWVCOG in task #4, above and comment.
4. Revise Draft Tech Memo #1 in response to PAC comments and send electronically to PAC.
5. Format and post the revised Tech Memo #1 on city's website.
6. PAC Meeting #3: Review and solicit comment on Draft Tech Memo #2; Facilitate discussion to solicit a PAC recommendation for preferred alternative.
7. Draft Tech Memo #2: Prepare draft; distribute draft electronically to PAC for review and comment two weeks prior to PAC meeting #3.
8. Revised Tech Memo #2: Revise based on PAC comments; distribute revisions electronically to PAC.
9. City website update: Format and post on website Draft Tech Memos #2, #3, #4, Revised Tech Memo #2, PAC Meeting #3 meeting minutes from PAC Meetings #3, #4, #5, #6, public survey, Revised Tech Memo #3, Revised Tech Memo #4; format and post Draft Policy and Code Amendments, Revised Policy and Code Amendments, Draft TSDC.
10. Community workshop: Prepare presentation materials and handouts; present key findings from project to date; facilitate public discussion; provide some means for community attendees to record their comments; prepare and distribute workshop minutes and summary of comments received electronically to PAC.
11. Draft Tech Memo #3 and #4: Prepare drafts; distribute drafts electronically to PAC for review and comment two weeks prior to subsequent PAC meeting.
12. Public survey: Prepare a public opinion survey to gather project feedback and input; distribute the draft public survey questionnaire to the PAC, MWVCOG,

- city and WOCPM for review and comment; make revisions to the draft public survey according to comments.
13. PAC meeting #4: Review and solicit comment on draft tech memos #3 and #4.
  14. PAC meeting #5: Lead discussion to determine any needed revisions to Draft Tech Memos #3 and #4.
  15. Revised Tech Memo #3: Revise draft tech memo #3 based upon comments obtained through PAC meetings #4 and #5 and public survey; distribute revised tech memo #3 electronically to PAC.
  16. Revised Tech Memo #4: Revise draft tech memo #4 based upon comments obtained through PAC meetings #4 and #5 and public survey; distribute revised tech memo #4 electronically to PAC.
  17. TSDC: Prepare draft and distribute to PAC for review and comment two weeks prior to PAC Meeting #6.
  18. PAC Meeting #6: Review and solicit comment on draft TSDC.
  19. Revised TSDC: Prepare based on comments obtained at PAC meeting #6; distribute electronically to PAC.
  20. Attend public hearings to answer technical questions about the adoption draft TSDC.

City of Hubbard

1. Advertise PAC meetings #1, #2, #3, #4, #5, #6 and perform logistics; prepare meeting minutes and send electronically to PAC.
2. Community workshop: Coordinate with consultant, MWVCOG and WOCPM to determine what presentation materials to present; arrange logistics; advertise event, coordinate media promotion and coverage; provide sign-up sheet; obtain contact information from interested individuals who wish to keep updated on project; provide sufficient staffing for event.
3. Public survey: Provide assistance as needed to consultant to translate public survey questionnaire into language(s) most commonly used within the project area; collect written survey results and provide them to MWVCOG to summarize.
11. Conduct a public hearing to take testimony and make recommendation to the city council regarding adoption of the revised updated TSP and associated revised policy and code amendments.
12. Advertise public hearing; perform logistics; prepare meeting minutes.
13. Post on city website: draft updated TSP, revised updated TSP, final updated TSDC, final updated TSP and Final Policy and Code Amendments, agenda and meeting minutes for city council work session, public hearings.

Contingent tasks are listed in the work order to anticipate the potential but unlikely need for additional tasks. Many contingent tasks are oriented as public involvement-focused events as a method of ensuring that public issues are addressed and satisfactorily concluded if the project confronts unresolved public opposition as to require additional meetings, events or workshops to resolve expressed issues.

## **Public Involvement Requirements for TSPs**

TGM grants may be awarded for the purpose of creating or updating a local Transportation System Plan (TSP). State, regional and city policies require that citizen input be part of the transportation system planning process. For these grants, TGM project managers adhere to the established guidelines set forth by ODOT, which recommend an inclusive planning process that ensures broad-based community involvement. The scope of the TSP update is dependent upon each community and the transportation system plan already in place. Some of the issues that necessitate a TSP update have more extensive impacts than others, and as such, demand a more complex and involved public process. TGM project managers work closely with consultants and the grant recipient to form a public involvement plan specific to each community. TGM's TSP projects also comply with Oregon's Statewide Planning Goals (*Goal #1*), which mandates the following:

- *Provide widespread citizen involvement, including the establishment of a citizen advisory committee (CAC) broadly representative of geographic areas and interests.*
- *Assure effective two-way communication with citizens.*
- *Assure technical information is available in an understandable form.*
- *Assure that citizens receive a response from policymakers.*
- *Ensure adequate funding for citizen involvement in a planning budget.*

Step 5 of ODOT's TSP Guidelines defines what needs to be done by a local government to prepare the plan, which includes developing a stakeholder/public involvement plan. Step 5 recommends that project management develop a project schedule for the Project Management Team, Citizens' Advisory Committee, Technical Advisory Committee and public involvement activities.

Step 6 of TSP Guidelines includes details for developing a stakeholder/public involvement plan:

*A key feature in developing or updating a transportation system plan is a public involvement effort that brings citizens, transportation interest groups, community economic interests, and others into the planning process. Special effort should be made to involve non-traditional and traditional transportation interests. Non-traditional interests may include low income and minority households and businesses, youth, the elderly and other transportation disadvantaged populations. The level and type of public involvement plan will depend on the jurisdiction, the available planning project budget, and the type and scale of the planning process being undertaken. The number of meetings, open houses, mailings, and other events should be tailored to match public interest in the project.*

TGM grants for the development or update of a TSP incorporate an inclusive planning process that fosters public agency coordination and ensures broad-based community involvement by the following groups:

- ❖ Interested citizens.
- ❖ Transportation interest groups (e.g., road advisory committees, traffic safety groups, freight, bicycle and pedestrian).
- ❖ Transportation providers (e.g., transit operators, rideshare programs, ports, railroads).
- ❖ Community economic interests (e.g., chambers of commerce, local real estate boards).
- ❖ Federal and state transportation and planning agencies (e.g., FHWA, FTA, ODOT, DLCD).
- ❖ Federal and state natural resource and environmental agencies (e.g., United States Fish & Wildlife Services (USFWS), Oregon Department of Fish & Wildlife (ODFW), Department of State Lands (DSL), Department of Environmental Quality (DEQ)).
- ❖ Other jurisdictions (e.g., councils of governments, city councils, county commissions, tribal governments).
- ❖ Traditionally under-served groups (e.g., seniors and the disabled, low income, youth).
- ❖ Elected officials (e.g., mayors, state legislators).

A Technical Advisory Committee is always convened to help establish and plan goals and objectives and help to guide plan development. TAC memberships generally include:

- ❖ County/city transportation and planning officials (e.g., public works, community development).
- ❖ County/city elected officials.
- ❖ Transportation providers (e.g., transit operators, rideshare programs).
- ❖ Key stakeholders (e.g., transit users, chambers of commerce).

TGM project local government staff seek input from the public on a regularly scheduled basis during the course of plan development by:

- ❖ Developing informational materials about proposed plan policies and projects.
- ❖ Disseminating information materials and obtaining citizen input.
- ❖ Utilizing the print and electronic media to inform the public about plan development, including developing project website/webpage.
- ❖ Appearing before local community groups and clubs to provide status reports.

Other public involvement tasks in TSP grants include:

- ❖ Development of a draft citizen involvement strategy/program.
- ❖ Involvement of citizens throughout the life of the planning process.
- ❖ Documentation of meetings/telephone discussions.
- ❖ Documentation of how stakeholder input was utilized.
- ❖ Development of meeting agendas.
- ❖ Advertisement of public meetings.

- ❖ Preparation of informational newsletters for public meetings.
- ❖ Preparation and distribution of meeting handouts and exhibits.
- ❖ Facilitation of meetings, including those with the citizen's advisory committee.
- ❖ Development of goals with public input to ensure that they reflect the character and vision of the community.

## Public Involvement in TGM Community Assistance Programs

Twenty percent of the TGM budget reaches local governments through TGM's Community Assistance services, which include Quick Response, Code Assistance and Education and Outreach. Each of these program services are provided to local governments on a first-come, first-served basis according to request, and each program incorporates an integral and unique public involvement component. TGM staff work with local governments to identify important community goals and issues and to develop community understanding and confidence in the planning process to ideally bring about broad local support for the project; be it through a quick response or code assistance project.

## TGM Code Assistance Program

TGM's Code Assistance program helps local governments to evaluate and amend their comprehensive plan policies and development code regulations to remove barriers to compact, mixed-use, transportation-efficient development. Consultants under contract for the program work with local communities to help identify policy and code obstacles and come to agreements on needed amendments to local codes. Projects may be a comprehensive review of a community's policies and development regulations, or they may address a specific problem identified by a community. As part of the code assistance program, a *Model Development Code and User's Guide for Small Cities* was created in 1999 and most recently updated in 2005. A third edition is currently underway to update the code to reflect new requirements under state land use statutes, administrative rules and case law. *The Model Code* is a written development code that cities may opt to readily adopt. It includes guidelines and state requirements for public involvement strategies in the process of developing and adopting amendments or additions to the city code. The following is one of the five steps extracted from *The Model Code* as suggestions for code revisions, whether in rewriting a community's entire development code or updating selected portions:

***Step 1: Form an advisory committee.*** *An advisory committee can assist city officials and decision-makers by:*

- *ensuring that the code addresses important issues and includes perspectives from the full range of interests;*
- *reviewing and commenting on preliminary drafts; and*
- *supporting public involvement efforts as part of the code-revision and implementation process.*

The following list of stakeholder groups are suggested as a starting point for recruiting committee members:

- ✓ *City representatives*
- ✓ *Elected officials and planning commissioners*
- ✓ *Urban service providers*
- ✓ *Developers and realtors*
- ✓ *Private architects and planners*
- ✓ *Community services and housing providers*
- ✓ *Citizen and business stakeholders*

In all statements of work for specific code assistance projects, consultants are instructed to apply TGM smart growth objectives and techniques as listed in *The Model Code* and various handbooks published through TGM. Specific examples of the component of public outreach and stakeholder involvement in code assistance projects can be found in the completed projects:

### Eugene Walnut Station, 2007

Code Assistance was requested by the city of Eugene to create a form-based code (FBC) intended to implement the vision for a mixed-use development area known as Walnut Station. The public involvement process throughout the planning of this project included the following elements:

#### ► **Public open house**

Community meetings and open houses were conducted in February, April and December of 2009. Numerous meetings were also held with neighborhood leaders, property owners, and other individuals on a one-on-one basis. The first open house was hosted by city staff, so that the consultant could gain a working knowledge of the city of Eugene's unique culture of public involvement. The SOW instructed the consultant to observe the open house, prepare notes describing the event and identify areas of specific public interest related to the project that were discussed. This task was included to inform the consultant on how to conduct future communications consistent with the culture and standards of the community.

#### ► **Three-day public charrette**

The charrette was conducted on April 27-19, 2009 and attended by community members and stakeholders. It was used to establish and refine many of the key design assumptions regarding building height and mass, including building setbacks, stepbacks and related requirements.

#### ► **Stakeholder meetings**

Meetings were regularly scheduled with a group of key stakeholders, including representatives of the Fairmount Neighborhood Association, University of Oregon and Eugene Chamber of Commerce. The initial open house raised a number of comments and

suggestions about the direction of the project. At the first open house, one suggestion by a community member was that the Fairmount Neighborhood Association be included in future meetings. Representatives from the neighborhood association were henceforth included in all stakeholder meetings. The stakeholders group met approximately eight times between February and April 2009.

► **Public vetting process of the FBC draft**

The city completed a public vetting process of the draft FBC with the Planning Commission before the final report was prepared.

The above techniques to engage the public generated a multitude of comments and suggestions that informed and directed the FBC development process in a transparent and responsive way, effectively balancing the diverse and often opposing needs and opinions of a variety of stakeholder interests. Highlighted below are some of the ways that public input significantly affected code provisions; these are ways in which it is evident the public input affected the outcome of the project:

**1. Changes to sub-district delineations**

The use and definition of sub-districts evolved over the course of the project as the public was consulted. Initially, four sub-districts were proposed, but after feedback from charrette participants, community members agreed that conditions, development standards and objectives would not differ significantly between two of the sub-districts and therefore a single sub-district was more appropriate. As a result, the original Station Core area and Franklin Corridor sub-districts were combined.

**2. Prohibited land uses**

In addition to the options for specifying allowed uses, a limited number of prohibited uses were agreed upon based on expressed public concerns. The list excluded only uses that would potentially have adverse impacts on other uses or be incompatible with them due to conditions related to noise, odor or noxious impacts. It was not determined that prohibited uses would appear in the code until the community expressed a desire for their inclusion.

**3. Building height and mass**

This topic was the most challenging for the public involvement process of this project. Staff, consultants, stakeholders and community members needed to balance a variety of issues and perspectives to identify appropriate standards for building height and mass. In general, property owners represented by the University of Oregon and Eugene Chamber of Commerce argued for taller maximum heights and shallower stepbacks, while neighborhood representatives and residents called for lower maximum heights and deeper stepbacks. However, all stakeholders generally supported the approach to having taller buildings along Franklin Street and lower building heights on the other streets, and consensus was reached through a democratic process. Current regulations allowed for a building height of 120 feet with no building setbacks; hereupon facilitated negotiation, a seven-story height maximum was approved. Building heights along the Mill Race were proposed to be a maximum of three stories with a 30-foot minimum setback as a way of

addressing community concerns about the height of buildings along the primarily natural area.

#### **4. Final product format**

Through listening to the community's input, the project management team found that the most significant issue for nearby residents and property owners was the *form* of development – i.e. the height, size and appearance of new developments. To address this concern, the final development code included specific standards for the stated aspects of development and incorporates a clear set of graphics to illustrate the standards and satisfy public concerns.

#### **City of Carlton Code Update, 2009**

The city of Carlton has experienced significant development and population growth in the past decade, which has been stimulated, in part, by its location in the Yamhill Valley Wine District. The city requested a necessary code update from TGM in 2009. Written as part the project objective #2 was to:

*Engage the community of Carlton in a meaningful public process in order to gain their input and use the results to edit and refine the code update.*

To accomplish this, the following strategies were undertaken:

- Information published in a project newsletter
- A three-day design workshop charrette
- Stakeholder interviews
- Public meetings and public hearings
- A joint workshop with the Planning Commission, City Council and members of the Carlton Business Association.

Stakeholder interviews were key to the approval of the code update changes. One of the initial tasks of the consultant for this project was to interview stakeholders who had been previously identified by the city in order to gather information about potential concerns, opportunities for enhancements, potential developments and current conditions. Throughout the project, stakeholders were continually interviewed; their concerns were addressed and appear thus in the final code update. Several documented concerns appeared repeatedly in various stakeholder interviews, including with a local downtown restaurant business owner and the chair of the Carlton Business Association. Comments received were:

1. *“Would like to retain the historic character and quirkiness of downtown” (sic). “Rustic look”, “Preserve agricultural, logging and railroad heritage”.*
2. *“Create a unified look and feel for downtown development.”*

Both of these issues were resolved by the formation of three distinct design districts: 1. “Main Street Historic District”, 2. “Winery-Gallery District”, and 3. “Railroad District: Arts and Entertainment and Wine Making and Tasting” with sign and landscape standards tailored to each design district.

3. “Chain stores discouraged”; “Drive-through facilities encouraged to become more pedestrian-friendly over time.”

Section 17.30.020 of the adopted Carlton Downtown Code contains a myriad of permitted uses for the downtown district, *provided such uses are primarily conducted indoors, do not include drive-through facilities, and are not otherwise subject to conditional use permit approval*. Drive-through facilities are listed under 17.30.030 as a conditional use. In this way the public concern for such facilities was satisfactorily addressed.

Best practices for winery-related land use regulations in downtown Carlton were formed after interviewing three stakeholders who were involved in the local wine business and who were suggested by the city as interviewees. These conversations led to the recognition that community-serving commercial uses was necessary to integrate harmoniously with winemaking, retail, tourist services and light industry. Small business and winery participants in the downtown area discussed how the downtown development plan could be amended to meet their needs, which was then proposed and adopted by the city’s Planning Commission. The amendments included the removal of the prohibition on hotels, motels and other overnight accommodations in the downtown area. Subsection 17.30.040 (d) also defined permitted use of outdoor processing, packaging, bottling, and storage directly related to winery operations, provided such activity *is not located within 100 feet of Main Street*. For information on the complete development code for the city of Carlton, please refer to the website of the published and adopted code:

<http://www.ci.carlton.or.us/vertical/Sites/%7BE7E09BED-B0AE-432F-A0A9-E9B6E3E15A78%7D/uploads/DowntownCode.pdf>

## **TGM Quick Response Program**

TGM’s Quick Response service is programmed to address concerns and requests made by property owners, local and state officials, neighbors and other community members. Local governments often seek the assistance of this program in response to a development application that does not address the community’s vision for efficient transportation and quality development. The issues that may be addressed vary in scope; they could include reviewing development proposals, creating innovative solutions to development designs, or establishing strategies to overcome regulatory obstacles to land use, transportation and site design issues. Multi-disciplinary teams of both TGM staff and contracted consultants work with local governments, developers and community groups to address urgent transportation planning questions and to resolve controversies over imminent development projects. Alternatively, a developer might propose a construction that meets the community’s goal of efficient land use but faces opposition from neighboring residents or property owners. TGM assists local governments with land use decisions on current development proposals by providing planning, design and financial analysis services focused on offering transportation-efficient site design alternatives. This service responds directly to the interests of all stakeholders, which includes state and local officials, property owners, developers and neighborhood residents. Some core objectives of the Quick Response program are:

- Assistance to reach community consensus in contentious situations.

- Promotion of public values; provide community gathering places and support democratic principles.
- Emphasize quality design; incorporate locally-supported, human-scale, creative design to reinforce each community's identity and heritage.

Stakeholder involvement is central to the resolution of many Quick Response projects. The criteria for eligibility to receive services includes a requirement for the local government to provide a significant amount of staff time and support including providing public notice and meeting logistics for public involvement efforts throughout the project. Another criterion is that the TGM project have property owner support, or at a minimum, that the property owner be willing to participate in the process and consider alternatives developed throughout the process. If the planning will only encompass a single property, a clear public benefit must be identified in order to be eligible for Quick Response assistance. An outreach element is specifically mentioned in a call for proposals as follows:

*“The proposal should provide the opportunity to involve the public in a way that helps disseminate TGM principles. All TGM projects involve public participation in the design of the specific development. Projects will receive extra consideration if they provide opportunities for general education and outreach that would increase the awareness of TGM principles by property owners, decision makers, and citizens.”*

The development of the SOW is followed by a mandatory review by the local sponsor, the ODOT regional planner, the DLCDC regional planner, as well as any other interested parties, which might include property owners or neighboring residents of the project area. The SOW is then negotiated until all reviewers are satisfied with the content.

The success of public participation efforts is evident by comments the Quick Response assistance program has received throughout the years. The director of the urban renewal district in Medford, regarding the Medford City Center Design Concept Report (1999) wrote: *“The (Quick Response) process and product has been very helpful and useful. The process brought together four major developments occurring within a few blocks of one another downtown to plan for pedestrian access and shared parking. Ideas for new alignments to an existing highway couplet downtown were initiated that we are now undertaking additional studies to implement. The product serves as a tool for specific development proposals to come.”*

The following are project examples of public involvement and stakeholder outreach strategies in Quick Response projects:

### **Cannon Beach Parking and Traffic Management Plan, 2005**

Overwhelmed by high tourist populations during certain months of the year and consequently confronted with a lack of parking and increased downtown traffic, Cannon Beach requested TGM Quick Response to help plan for additional parking, street improvements and pedestrian connections to better accommodate the projected growth; support more businesses and tourism and; enhance the unique characteristics of downtown that the community valued.

- ▶ Two open houses presented the opportunity for the public to comment on the presented conceptual design alternatives.
- ▶ Comment survey worksheets were provided at both of the open houses, for the purpose of public evaluation of alternatives presented at the event and were accepted for two weeks thereafter.
- ▶ A work session was held by the city council specifically for the purpose of discussing the feedback provided by the public at the open house and worksheet evaluations.
- ▶ A public comment period on the preferred alternative plan was held at the downtown Surfsand Ballroom.

Summaries of feedback received at outreach events remain available on the project website: <http://www.ci.cannon-beach.or.us/News/DowntownPark/DowntownPark.html>.

### **Ashland Mountain Neighborhood Plan, 1996**

The Mountain Neighborhood was an underdeveloped 60-acre area inside Ashland's urban growth boundary that was threatened with becoming an uncoordinated area of low-density subdivisions. The city and Quick Response staff initiated a neighborhood planning process and established networks of communication in order to come to consensus. Quick Response consultants:

- ▶ Facilitated discussion through stakeholder interviews.
- ▶ Conducted a three-day workshop with property owners, stakeholders and interested citizens.

Through the public involvement process, TGM forged a consensus among nine individual property owners on a coordinated neighborhood plan that featured a variety of open space, commercial services, and housing types.

### **Salem Twelfth Street Pedestrian Safety Promenade Master Plan, 1999**

Quick Response staff began a comprehensive public involvement process to inform the creation of the 12<sup>th</sup> Street promenade master plan in Salem. The process included:

- ▶ Identification of stakeholders, of which the public included: representatives of Willamette University, the Mission Mill Museum, neighborhood associations and property owners.
- ▶ Mailed notifications to stakeholders and other interested citizens. The letter included the perceived need for the project, proposed solutions to the recognizable problems, and provided an overview of the master plan.
- ▶ Presentations by city staff to the Mission Mill Museum, the ODOT Rail Division and Willamette University. The project received subsequent, unanimous support from all groups that attended the presentation.
- ▶ A design charrette that included an extensive walking tour of the project area with the architecture consultant team Crandall and Arambula, to inform the plan's conceptual design.

### **Garibaldi, Garibaldi Avenue & Tenth Street Plan, 2007**

In 2005, the city of Garibaldi received a Special Transportation Area designation from ODOT at the project location, and the city adopted new downtown land use standards. Several property owners and developers in the adjacent area expressed concerns about how to achieve their development plans under the new downtown land use standards. Quick Response services were requested to plan for the transportation impacts of growth in such a way as to reduce the demands placed on the transportation system and to be consistent with compact, mixed use, pedestrian-friendly development and; simultaneously to address the direct concerns of property owners and developers. The city also needed a comprehensive plan and ordinance language to be developed for the STA. Public input was integrated into the project plans through:

- ▶ Five outreach meetings with key participants including owners of developable property and neighboring residents and business owners. A summary of each outreach meeting was discussed with the project management team to inform the creation and revisions of conceptual plans for the location.
- ▶ Development of alternative concept plans that contained varied elements in order to give stakeholders a broad range of options for further discussion.
- ▶ Conceptual plan memorandums were prepared with maps, drawings, posters and text that were sufficient to explain the concepts and transportation impacts to the public and were displayed in public places.
- ▶ Two public workshops were conducted with presentations by the consultant to give an overview of the project plans.
- ▶ PowerPoint presentation and poster-board illustrations were assembled for public review. Participants were provided opportunity to give feedback and suggest revisions to the plans.
- ▶ Comment forms were provided as a way of gathering feedback from public events. Eight comment forms were completed and input was considered in future revisions. One question on the comment form was structured to gauge the extent to which participants agreed with the presented urban design concepts. Responses averaged a score of 7 on a scale of 1-10, with 10 being the highest level of agreement.

Feedback received from outreach events conducted for this project showed that the majority of participants supported moving ahead with the STA implementation plans. Key catalyst projects in specific locations were identified through a collaborative effort with the city and community. Area designs were rendered that incorporated features expressed through outreach events to be most vital to the community. In descending order of importance to the public, these included street trees, water/art features, wider sidewalks, furniture (i.e. trash receptacles, benches) and pedestrian-scale street lighting.

### **Irrigon City Hall/Library Quick Response, 2005**

The City of Irrigon received TGM services through Code Assistance as well as Quick Response. In 2005, Irrigon lacked a clearly defined downtown and requested TGM to aid in updating zoning policies and determining where to locate its downtown core and a

structural anchor that might encourage downtown economic development. Public involvement strategies included in the SOW for this project were:

- ▶ A public meeting that the contractor attended to present the overall downtown framework plan and alternative development concepts for the city hall/library and related transportation improvements.
- ▶ A technical memorandum the contractor prepared that summarized the results of the public meeting.

Quick Response projects are services to assist in projects related to imminent developments. As such, many SOW include a timely deadline for tasks and deliverables to be completed. In the Irrigon City Hall/Library project, assistance was requested and all deliverables were required to be completed within one year. Initial public outreach events were selected to be undertaken in the first month of the project, as input influenced future project plans.

### **TGM Education and Outreach Program**

Education and Outreach is a TGM service whose purpose is outreach to educate public officials, planners, and the general public about ways to improve local transportation systems while enhancing community livability and economic vitality. The program designs, sponsors/co-sponsors, and participates in local workshops, public lectures, conferences and other events that bring in experts on innovative land-use, transportation and growth management concepts. Consultants are selected to facilitate most community workshops. Outreach events increase public awareness and understanding of how transportation affects and is affected by land-use and community design. These events are typically offered at no cost to local host communities, but TGM does require their assistance in providing an accommodating location (preferably downtown), for the event, identifying key issues the community would like to address, and promoting the event through local newspapers, flyers and other means. Local sponsors are generally more familiar with the local media, and participation levels at TGM events are heightened by this requirement. The outreach service aims to provide assistance to all regions during each TGM cycle.

### **Education and Outreach Workshops**

Workshops are flexible, interactive and tailored to individual communities to address a variety of transportation and land use issues. Topics have included school siting and safe routes to school, smart growth strategies for reducing transportation-related greenhouse gas emissions, pedestrian-friendly design connectivity, multi-modal street planning, Main Street and downtown revitalization, transportation-efficient development concepts, alternative transportation modes, and others. The Education and Outreach staff and consultants work with local public officials, civic and business leaders, developers, planning commissioners, and other members of the public to explore topics and address local solutions to transportation and growth management issues using creative strategies. In recent years, workshop attendance has averaged around thirty people per forum, with intentionally lower numbers than at the larger conferences so that participants can easily ask questions and interact with workshop presenters. Workshops have taken place in

cities of assorted sizes and populations throughout Oregon. These include: Troutdale, Metolius, Junction City, Gresham, Pendleton, Wood Village, Tualatin, Medford, Ashland, La Grande, Estacada, Baker City, Madras and Adair Village, among others.

### **Public Lectures and Lecture Series**

Sponsoring lectures with acclaimed keynote speakers puts Oregon communities in touch with creative thinkers and leaders in transportation and growth management. Recent speakers have included:

- Donald Shoup, author of The High Cost of Free Parking.
- John Fregonese, primary author of the regional growth concept *Metro 2040*.
- Dan Burden, executive director of the Walkable and Livable Communities Institute.
- Jeff Speck, author of Suburban Nation and a former director of the Mayors Institute on City Design.
- Ian Lockwood, transportation engineer and nationally acclaimed leader in traffic calming.
- Tom Hylton, author of Save our Land, Save our Towns.

### **Conferences**

TGM Education and Outreach frequently arranges for exhibits or booths at statewide conferences to give local officials and others an opportunity to learn about TGM grants and services. Recent examples include exhibits at the League of Oregon Cities annual conference, the statewide Active Transportation conference, and the National Safe Routes to Schools conference. In addition, TGM organizes educational sessions at a variety of conferences such as the Oregon Planning Institute, the Oregon Chapter of the American Planning Association conference and Oregon School Boards Association conference. Finally, TGM Education and Outreach sponsors and co-sponsors conferences aimed at educating the public and specialized audiences about best practices in transportation planning. Past events include:

- Climate Change Summit with the Oregon Metropolitan Planning Organization Collaborative
- Transportation Summit, Congress for New Urbansim
- Oregon Main Street Conference
- Commute Options, Bend
- Rail-Volution
- Building Better Communities, Bend 2006 (co-sponsorship)
- Cutting Carbs (transportation-related carbon emissions), Bend
- Bicycle/Pedestrian Summit, Medford

### **Major Conferences**

TGM has organized several major conferences, including three smart growth conferences for Realtors in Bend, Eugene and Damascus. These popular events featured sessions on transportation issues and drew audiences of 230, 280 and 130 people, respectively. The

conferences were attended not only by Realtors but also by mayors, planning commissioners, transportation and land use planners, and interested members of the local community.

### **Feedback on Education and Outreach Events**

The Education and Outreach program frequently receives positive feedback on the events it organizes. Listed below is a sampling of the comments that TGM has received from participants at Outreach forums:

- Bend Realtors' Conference, October 2006
  - *"(TGM) did a fabulous job organizing an important and very successful event! I was energized by the topic and speakers, and was encouraged to see so many different types embrace the program. I hope it will turn out to be the first of many such conferences."* (Principal Broker for Melrose Realty)
  - *"(TGM) put together a superb group of speakers. I've heard nothing but positive comments about the affair and the high caliber of the presenters. Thanks for your untiring work on this project. A huge success!!"* (Geneese Zinsli, Executive Director of Central Oregon Association of Realtors)
  - *"Thanks to (TGM) for putting together a first-class conference. I know I learned a lot, and I've work with and studied smart growth for a long time. Taken together it was exactly what the realtors of this area needed to hear."* (Long-Range Planning Manager for the City of Bend)
- Eugene speaker series. 2006.
  - *"Funds provided by the TGM program allowed us to videotape the first three speakers in a format that can be shown on our public access television channel. These presentations were shown several times on the public channel in June and will be rescheduled for broadcast again in the fall. We appreciate the continued support of the State of Oregon in general, and the TGM program in particular, in helping us to market unconventional design approaches to the public. I hope that our work in Eugene will benefit other communities throughout the state as we work to implement the mixed use and nodal development concepts. Thanks again for your help."* (Senior Planner, Eugene Planning and Development Department)
- Bend, Cutting Carbs workshop. 2010
  - *"Deep appreciations to the TGM program for your sponsorship of the November 12 'Cutting Carbs- a Workshop on Reducing Greenhouse Gas Emissions from Transportation' in Bend. Our goal was to help transportation and land use planners, project managers, elected officials and others to combat climate change within their spheres of influence. We feel we were successful at providing tools, resources and food for thought to the 40 participants.... We could not have done it without your generous sponsorship, so thanks again!"* (AICP Manager)
- Aurora workshop. May, 2011

- “Great presentation and great communal discussions. I look forward to seeing these improvements in Aurora.”
- Redmond workshop. June, 2011
  - “Thanks for letting us be a part of this discussion.”
  - “Thanks...I appreciate all of the effort that you put into this presentation. It generated a significant amount of conversation and thought for the City of Redmond and will serve as a good foundation for our continued dialogue about what methodology is best for achieving our community’s future objectives and potential.” (Community Development Director of Redmond)
- Medford Bike Summit. October 2010.
  - “Thank you for making our Walk and Bike Summit possible. It was a strong event that drew officials from ten jurisdictions as well as business, nonprofit, and tourism representatives from Southern Oregon.” (Rogue Valley Transit District)

### **Education and Outreach Publications**

The Education and Outreach program ensures that information on best practices in transportation and growth management remains current and available to local governments and to the general public through the TGM website:

<http://www.oregon.gov/LCD/TGM/index.shtml>.

Education and Outreach also disseminates information through various TGM publications, which help communities address a wide range of transportation and growth management challenges. The publications are typically produced in cooperation with local governments and other partners. By publicizing and distributing manuals and handbooks, TGM can provide information to the public and assistance to cities and counties even if funding for direct services is not immediately available. Several TGM publications have received awards for *Special Achievements in Planning* by the American Planning Association:

- *Cool Planning: A Handbook on Local Strategies to Slow Climate Change* – Intended for local governments and communities in Oregon to understand how specific community development, land-use and transportation planning techniques can mitigate effects of climate change.
- *Main Street: When a Highway Runs Through It*. November 1999 – A handbook designed to help communities enhance the vitality of their main streets.
- *Model Development Code and Users Guide for Small Cities* – A comprehensive model code that incorporates smart development principles. Includes advice to communities on how to revise their codes as well as the code language and options.

Other publications include:

- *Planning for schools and liveable communities*. June 2005 – An Oregon school siting handbook aimed at reducing motor vehicle traffic to/from schools and making it safer and easier for students to walk or bike to school.

- *Smart Development Code Handbook* – Defines the principles of smart development and common obstacles, strategies and solutions.
- *Parking Management Made Easy: A Guide to Taming the Downtown Parking Beast*. June 2001 – Citizen’s guide to downtown parking management.
- *Neighborhood Street Design Guidelines*. November 2000 – An Oregon guide for reducing street widths.
- *Infill and Redevelopment Code Handbook*. September 1999 – A handbook that provides a program for identifying and removing barriers to infill and redevelopment in urban areas.
- *Case Studies of Smart Development* – Provides summaries of smart development projects throughout the state such as: Broadway Place in Eugene, Mill Pond Village in Astoria, Goodwin Court in Pendleton, Edwards Addition in Monmouth, Southeast Neighborhood Plan in Medford, Northwest Crossing in Bend and others.

In addition to longer publications, TGM Education and Outreach continually writes articles that have appeared in the following publications throughout the years:

*Focus on Critical Issues*, a publication developed jointly with the Oregon School Boards Association to educate school officials on ways to enhance opportunities for students to walk or bike to school:

- “Schools Cycle Back into the Heart of the Neighborhood”, 2006.

*Oregon Planners Journal*:

- “Joyride: Pedaling Toward a Healthier Planet,” May/June 2011.
- “Short Trips: Big Potential for Cutting Carbs,” September/October 2010.
- “Transportation Benefits of Neighborhood Schools on Smaller Sites”, August/September 2005.
- “Funding Options for Transportation Choices: SAFETEA-LU and other resources”, February/March 2006.

*Local Focus*, a publication of the League of Oregon Cities:

- “New Grant Round to Support Transportation Choices: Where we put things matters”, September 2006.
- “Goodwin Court: A Smart Development in Pendleton”, November 2005.
- “A Model Code for Small Cities”, September 2005
- “New Transportation Funds: Opportunities to Apply Draw Near”, February 2006.

## **TGM’s Approach to Public Involvement in Projects**

As outlined in the introductory section of this report, the program adheres to a six-step approach to public outreach and stakeholder involvement in TGM projects:

1. Early coordination
2. Identification of stakeholders and principle concerns
3. Formation of groups with defined roles and responsibilities

4. Proactive outreach; targeted outreach to traditionally underserved populations
5. Use of a variety of tools and techniques to garner participation
6. Transparent and responsive process

The following case studies illustrate the practice of TGM's public involvement and stakeholder outreach approach in projects.

## **1. EARLY COORDINATION**

Including the public early in the project planning process has had many positive results for TGM projects, such as:

- The opportunity to diffuse potential controversial issues;
- Promoting proactive participation by the public;
- Increased credibility in the community;
- Garnering greater public support and trust;
- Project outcomes that are tailored to better reflect the interests and needs of the community;
- Reduced re-evaluation time resulting in less time and resources wasted.

Early and continuing public involvement allows TGM project managers the ability to revise the project in a manner that is satisfactory to all participants. An invited public often provides insight into what their community would find acceptable in the way of mitigation or elimination of certain risks the project might present. The 2009 TSP Update for the City of Salem is an example of effective early coordination:

### **Salem, Transportation System Plan Bike/Walk, 2009**

The City of Salem received a grant to update the bicycle and pedestrian elements of its existing TSP to determine strategies and improvements needed to increase the availability, convenience and use of the pedestrian and bicycle transportation systems. Bike & Walk Salem immediately developed an extensive plan for public involvement that continues to influence the direction of the project. Several strategies for engaging the public were implemented at the onset:

#### **▶ Forming a stakeholder advisory committee (SAC)**

Solicited members included property owners, business owners and residents, along with bicycle and pedestrian advocate groups, persons with disabilities, school representatives, transit district staff, city department staff, county staff and state agency staff.

#### **▶ Establishing a project management team (PMT)**

#### **▶ Coordinating project with groups**

- Early coordination was established with the already active Mid-Willamette Valley Chapter of the Bicycle Transportation Alliance group. Bike/Walk Salem was receptive to the group's previously compiled identification of twelve needs to improve bicycling in Salem. The groups worked collaboratively to compile current bicycle system facility data and inventories.

- The first PMT meeting included a key person from Alta Planning + Design and CH2M Hill.

► **Project website**

The project website was developed at the onset with information about the project objectives, a schedule of major project tasks, tentative dates for public meetings and deliverables and a list of project deliverables, as well as an opportunity to send public comment through the website.

► **Open houses**

Four open houses were held at public venues that were selected to provide for maximum geographic spread and representation: Pringle Hall Community Center, Mid-Willamette Valley Council of Governments, Center 50+ and the West Salem Library. Each open house was staffed for a duration of two hours. The total number of attendees ranged from 10 to 20 people, and 34 completed comment forms were received that were later used to revise and prioritize the draft bicycle and pedestrian network projects for the city of Salem.

► **Drop-in “listening stations”**

Six listening stations were set up at various popular locations including: Kroc Corps Community Center, Saturday Farmer’s Market, West Salem Library, Monster Cookie Bike Ride, Lancaster Mall, Downtown Salem Library. Listening stations were used as a visual, informal and convenient method for engaging the public. Verbal feedback was given on priorities and some comment forms were filled out.

Additional outreach methods used for this project were:

► **Public workshops**

Workshops were conducted with the intention to review project deliverables at several key points in the project.

► **Small groups and one-on-one meetings with key stakeholders**

► **Outreach at multiple events:** Farmers’ markets, M&S Bicycle Transportation Alliance Friday “breakfast on bikes”, parent-teacher association meetings, school events.

► **Web-based and written surveys**

► **Presentations to groups:** neighborhood associations, Rotary, Lions, and Salem Chamber of Commerce.

► **Communications to local media**

## **2. IDENTIFICATION OF STAKEHOLDERS AND PRINCIPLE CONCERNS**

TGM recognizes that stakeholders must be identified prior to commencing with the development of project plans. In grant applications, some local governments list citizens who they identify to be the most impacted from a plan in the proposed project area and the project moves forward with consideration of the individuals specified by grant recipients. Local project and TGM staff judiciously add stakeholders to the project

outreach plan throughout the process. The City of Dundee's Master Plan for its Riverside District is such an example:

**Dundee, Riverside District Master Plan, 2009**

In 2009, Dundee requested a TGM grant for a land use master plan for the Southeast Dundee Riverfront area of the city in order to update residential subdivision standards and establish design guidelines and a transportation and circulation plan that would mitigate some detrimental impacts of a proposed bypass in the region. The public involvement process was paramount for this project, as property owner support was key to the successful adoption of the master plan created. TGM sent an award letter to the City of Dundee expressing this idea:

*The application mentions that in the recent past the property owners in the area have shown little interest in working together to develop a land use plan for the area. We would expect that the public involvement process will include additional efforts to involve and provide for coordination among property owners in the study area in developing the proposed Southeast Dundee Riverfront Area Plan.*

The initial SOW and discussions by project team members led to established objectives for this project. Goal #1 was listed as to *conduct a fair and transparent master planning process*. It was important to ensure that the plan met the majority of stakeholders' individual goals and that the planning process be conducted in a transparent way that provided opportunities for all stakeholders and citizens to participate in a meaningful way. This goal was accomplished by employing the following strategies:

► **Property owner meetings**

Property owners identified by TGM project staff and the City of Dundee included all adjacent residents located within 200 feet of the project area. Meetings were held face-to-face with the owners of two of the largest properties in the study area. A face-to-face technique was used as a dynamic method to break down barriers between the project management agencies and individual stakeholders. The meetings resulted in stakeholders' willingness to inform the study about their long-term desires and visions for the future use of their property.

► **Project website**

The website includes access to all meeting agendas and summaries, maps, reports, other work products and opportunities to comment via e-mail. For more information, please see: <http://dundeeriverfront.net/>

► **A collaborative, four-day design charrette**

Notification techniques for the charrette included:

- E-mail notification to stakeholders, committee members, technical advisors and interested parties that encouraged them to attend at specific times.
- Announcements on the project web site.
- A written announcement of the event that was located near the study area.
- Meeting flyers that were posted in a variety of local businesses and gathering places (e.g. city hall and the city library).
- A media announcement resulting in a published article in the local newspaper, the Newberg Graphic.

► **Open House**

The intent of the open house was to review the draft Master Plan. All open houses, advisory committee meetings and documentation throughout the planning process were advertised with early and sufficient notice.

► **Briefings, hearings and public work sessions**

These were held with the city council, the city and county planning commissions and the county board.

### **3. FORMATION OF GROUPS WITH DEFINED ROLES AND RESPONSIBILITIES**

The level and type of public involvement depends on the jurisdiction, the available planning project budget and the type and scale of planning process being undertaken. TGM encourages consultants and jurisdictions to consider the scope of the project and anticipate the level of public interest it will generate. The number of meetings, open houses, mailings and other events are then tailored to match the projected public interest in each project. Management staff assign implementation roles and responsibilities to groups that include:

- **Technical Advisory Committee**, which generally includes local officials, as well as regional and state stakeholders, county/city transportation and planning officials (e.g. public works, community development), county/city elected officials and key stakeholders.
- **Citizens' Advisory Committee**, which generally includes interested citizens and representatives of traditionally underserved groups including the minority sectors and populations of seniors, disabled peoples, low income and youth. The CAC has a strong voice in recommending alternatives and revisions to final plans.

Various additional groups may be assembled for a focused project. The City of Gresham's 2009 Safe Routes to Schools grant is an example of this approach:

#### **Gresham Safe Routes to Schools, 2009**

This grant was intended as a project to identify engineering solutions for safe bicycle and pedestrian routes to schools for approximately 3,800 students located in six schools and two school districts within the city. Through the TGM Education and Outreach Program, the City of Gresham first convened two Safe Routes to Schools presentations that targeted school staff, parents and neighborhood association members. The presentations served as an introduction to Safe Routes initiatives and succeeded in engaging volunteers who would later participate in the Action Plan Teams (APTs) throughout the project. The SOW included stipulations for ensuring the coordination of affected local jurisdictions and organizations. Gresham and TGM staff worked together to create a public process meant to develop consensus on issues identified by stakeholders. The formation of groups was central to the accomplishment of this objective:

► **APT groups**

Six APTs were formed corresponding to each of the six schools in the project area: Hauton B Lee Middle School, Davis Elementary School, West Gresham Elementary School, Dexter McCarty Middle School, Gordon Russell Middle School, and Powell Valley Elementary School. The city led APT tours of existing and potential pedestrian

and bicycling routes in each study area. The result of the APT tours was a discussion and identification of barriers, gaps and safety issues affecting school routes. Later in the project, two additional APT group meetings were held, for which each involved the participation of three of the APTs.

► **TAC committee**

A TAC was assembled to provide input to inform a project developments and a report of needs for each study that described barriers, gaps, safety issues and solutions. The TAC met various times with APT groups throughout the project.

**4. PROACTIVE OUTREACH AND TARGETED OUTREACH TO TRADITIONALLY UNDERSERVED POPULATIONS**

A project's process is not fully inclusive of community interests until all sectors of the local population are represented and their concerns are expressed and addressed. Making community participation accessible and promoting the integration of people who want or need a voice into a two-way conversation throughout all phases of a project is a priority for TGM project management. People who are unaccustomed to participating in the public planning process – either by choice or by lack of opportunity for involvement - often have different needs than the majority voice. Eliciting input from such people requires extra effort on behalf of project staff and targeted, proactive outreach strategies. The extra efforts are often tailored according to projects, itemized as tasks and written into the SOW. Examples of preliminary tasks have been to create a map that displays socioeconomic data inclusive of ethnicity, gender, household size and income, and individual age and income as one means of identifying areas of stakeholders for whom attention should be focused.

TGM complies with nondiscrimination requirements, as do all programs which are a part of the statewide transportation planning process, including being subject to Title VI of the Civil Rights Acts of 1964, §450.210 of the Code of Federal Regulations and a myriad of additional federal laws and regulations that include specific public involvement requirements and targeted outreach to traditionally underserved populations. The program acknowledges that people who have historically been registered as a minority voice in decision-making processes necessarily need to be actively sought out and invited into the process. Tasks regarding targeted outreach are listed in the SOW for projects, such as in the 2009 Greenway Trail Master Plan for the city of Tigard:

**Tigard Greenway Trail Master Plan**

Tigard is a rapidly growing community with a rural history of an ill-connected road system that discourages bicycle and pedestrian travel. The major facilities for walking and biking in the community are the on-street network of bike lanes and sidewalks and the off-street greenway trail network. Another facility type is “neighborhood” trails. These are trails of an informal nature that provide circulation and access throughout the City. A 2008 TGM grant allowed the city to complete its Neighborhood Trails Plan. The purpose of this plan was to focus on potential neighborhood trails that would improve the convenience of daily trips to school, work, and shopping areas. The subsequent 2009 Trail Master Plan was meant to plan for the connection of different parts of the city with regionally significant greenway trails and one or more adjacent city. A deliverable

written into the SOW provided a means for incorporating a proactive outreach component of the project:

*City shall prepare draft and final public involvement plan- a strategy and plan to engage the public in the project. The public involvement plan must include specific steps to provide opportunities for participation by federal Title VI communities, and must define the Tigard HCT Team activities and identify the role of the consultant in conducting the Tigard HCT Team activities. The city and consultant shall utilize the ODOT Title VI (1964 Civil Rights Act) Plan guidance to identify Title VI populations, formulate public involvement strategies, and report outreach efforts to and participation by Title VI communities. The public involvement plan must be sufficient to meet the requirements under applicable state and local regulations for legislative land use decisions. At the first PMT meeting, the PMT (City PM, Metro PM, WOCPM, and Consultant PM) shall review and comment on the draft Public Involvement Plan.*

Some additional TGM efforts to elicit involvement by people who have been traditionally underserved are documented in the following projects:

#### **Gresham, Safe Routes to School Project Identification, 2009**

Gresham's selection of schools included those located in areas with high populations of minority residents. The public outreach plan was formulated with consideration of this public in mind. Initially, an information sheet detailing all planned meetings and the project process was distributed to all students at the chosen six schools and in this way the disadvantaged populations were reached. Project staff contacted the neighborhood associations for all that were near to the schools and requested that a representative participate on the APT for the relevant schools.

#### **City of Woodburn Downtown Plan, 2009**

A market study was undertaken in the early stages of the project, which considered the demographic make-up of Woodburn residents and the minority ownership of Woodburn businesses. The market study also considered the housing needs of potential residents with respect to income. City staff maintained direct contact with minority business owners in study area. All notices were in both Spanish and English and the city assured the availability of a translator at hearings. The Downtown Plan was prepared with consideration of minority downtown business owners and probable housing needs in mind.

#### **Ashland, Transportation System Plan, 2009**

The contract directed the consultant to identify locations in the city with "transportation-disadvantaged" populations. The City of Ashland and consultant were instructed to develop, distribute and collate a travel survey, which was made available to every household and business within the city.

#### **Estacada Downtown & Riverside Area Plan, 2009**

The City of Estacada formed an advisory committee which included two representatives of a senior housing development and a Latino business owner, as well as various women. Committee meeting announcements could be found on the city project webpage.

### Aumsville TSP & Interchange Area Management Plan, 2007

The location of public meetings was accessible to people with disabilities; an interpreter was present for the hearing-impaired and additional accommodations could be made if request was given two days prior to the meetings.

TGM supports a balanced representation of stakeholders in the planning process for projects and considers it good planning practice to actively seek out, value and consider the needs of all stakeholders, especially those who are traditionally underserved.

### **5. USE OF A VARIETY OF PUBLIC INVOLVEMENT TECHNIQUES**

Outreach strategies to stakeholders and the public are determined in the project's statement of work but are merely general procedures for implementing a public participation plan, (e.g. *hold a public meeting*). The exact methods of conducting the public meetings and disseminating project information are left to the discretion of the accountable agency, as named in the statement of work (i.e. the local government or consultant). In most grant projects, a selection of multiple techniques is used. Common strategies that are regularly employed in projects are:

- Creating a project website or link to project information on the city website. Information located on the website might include: project description, deliverables, public meeting schedules, agenda and minutes, project management meeting schedules, agenda and minutes, and comment form.
- Conducting public meetings that are advertised at least two weeks in advance.
- Establishing city and county council hearings that are inherently open to the public and adequately publicized according to local procedure.
- Informational fliers that are left in visible public places such as a library or city hall.
- Holding an open house to allow for the acquaintance of the public with the project.
- Assembling a Project Advisory Committee that consists of stakeholders and interested citizens.

The 2005 highway provision SAFETEA-LU, 23CFR450, emphasizes an enhancement of the public participation process. The legislation includes examples such as conducting public meetings at convenient times and in accessible locations, employing visualization techniques to describe plans and making public information available in an electronically accessible format. These are also standard practices for public participation plans in TGM projects. Dimension and format of project information is often detailed within the work order contract. Supplemental strategies are employed when deemed to be paramount or constructive to the unique public culture and to reach set objectives for the project. The need for additional and varied outreach techniques may exist for projects set in politically sensitive climates or dealing with historically contentious issues. Enhancement strategies used in projects have included:

- Charrette's and design workshops.

- Use of social media or interactive online materials.
- Project information booth stationed at the local farmer's market.
- Information mailed with utility bills to ensure that every household is reached.
- Guided walks through the focus area with knowledgeable project staff.
- Face-to-face interviews with selected stakeholders.
- Survey or questionnaire administered to attendees of public events.
- A technical advisory committee that is open to project stakeholders.
- Media interviews to publicize project information in local newspapers and broadcasts.
- Coordinating public events with complementary efforts (e.g. holding a public meeting for a bicycle/pedestrian plan soon after a speaker on a similar topic had appeared in the community).

A 2005 grant conducted in Milwaukie for a TSP update exemplifies the use of creative strategies for engaging the public in the process:

#### Milwaukie Transportation System Plan Update, 2005

Residents of Milwaukie have a history of strong activity in their community and neighborhoods, and they have a high expectation to be involved in city business. Recognizing this, the TGM-grant funded in 2005 for a TSP update included an extensive public participation process that began with early coordination and innovative outreach strategies so that citizens were able to participate at both a mode-specific and broad policy level. In the SOW for the project, twelve out of a total of thirty-nine deliverables were public outreach-focused tasks, for which 26% of total project costs were dedicated. The TSP public outreach and involvement program for this project included the following elements:

##### ► **Multiple conduits for the dissemination of information**

The public outreach communication methods listed below were used throughout the project to announce special events and inform citizens about ongoing activities:

- Flyers were posted at city facilities and the Milwaukie Farmers Market
- Community Services sent weekly email updates to over 100 people including all neighborhood association members and city board members.
- The city's Transportation Liaison sent updates to his contacts, which held over 100 individuals that include parent-teacher organizations, churches, and businesses.
- Information was given through the video "bulletin boards" on the government and public access channels (23 and 30).
- A section dedicated to the TSP process was featured on the city's homepage. This section contained ongoing updates, meeting information, documents, and survey results.
- Staff visited all 7 Neighborhood District Associations to inform them about the project, both before it began and throughout the process.
- Flyers were sent to principals of all public and private Milwaukie schools.

- Updates were sent to the North Clackamas Chamber of Commerce to include in their newsletter.

► **Community briefings**

The city hosted four community briefings in different locations around Milwaukie to introduce and describe the TSP update process, invite future participation in upcoming workshops and working groups, solicit public input on existing conditions and key issues in a focused way, and to inform the public about how to stay updated on TSP news and events. The community briefings were all two-hours long and began with the city Planning Director introducing the TSP process. Participants were invited to write their concerns, questions and statements about what the city should study during the TSP process as part of the dedication to early involvement. Posters in the room provided information about involvement opportunities, and participants were requested to indicate their interest in upcoming working groups and workshops. The briefings were widely advertised in creative ways:

- A special 2-page insert was featured in the November 2006, city newsletter *Pilot* and sent to every household in Milwaukie (approximately 8,000 households).
- Flyers were hand-delivered to every business in downtown Milwaukie.
- The *Oregonian*, *Clackamas Review*, and North Clackamas School District newsletter listed the briefings in their calendars and ran short stories.
- The City's Transportation Liaison notified parent-teacher groups, local churches, and other interested individuals.
- The Community Services Department announced the Community Briefings in weekly e-mail updates to interested citizens.

► **Advisory committee**

An advisory committee (AC) was formed through an open application process and consisted of representatives of partner agencies and local businesses as well as at least one resident of each Neighborhood District Association and other interested citizens. Members contributed over thirty hours of their time participating in meetings and reviewing materials in advance. The AC met six times and all meetings were advertised in advance and open to the broader community. Meeting packets and minutes were made available on the city's website. The AC meetings had an average attendance of 20 people at each meeting. The AC was instrumental in developing the City's transportation goals, identifying new or revised policies, reviewing and consolidating the recommendations from the working groups, and guiding project prioritization.

► **Working groups and workshops**

Working groups and workshops were created to focus on different subtasks of the TSP such as downtown parking and street design, which were both unresolved issues from the previous 2003 TSP. The focused events and groups allowed for a high level of public discussion and provided valuable policy and project direction. An orientation meeting to outline the process was held beforehand for all individuals interested in participating in the working groups or workshops. The orientation was taped and televised on the Milwaukie Cable Access channel over a two-month period. Over one hundred people participated in the events, summarized below:

- 2 pedestrian workshops

- 3 bicycle workshops, including a guided bike tour
- 2 downtown parking workshops
- 4 freight access meetings
- 4 traffic & auto circulation solutions meetings
- 3 street design alternatives meetings
- 4 transit solutions meetings

► **Website use and web survey**

The city's website contained the most up-to-date information about the project. All meeting materials, meeting announcements, survey results, and draft chapters were available for public review on the website. A twelve-question self-selected survey was available for one month on the website. One hundred fifty-eight people completed the survey and over 80% of respondents completed narrative, open-ended questions. The survey was also available to those without internet access by advertising it at the Ledding Library's computer stations. Additional outreach to advertise the survey included:

- Advertisement on the front page of the March *Pilot*
- Posters placed at all bus stops at the Milwaukie Transit Center
- E-mails sent to all TSP interested person's list
- E-mails sent to all NDA members
- E-mailed survey to the Waldorf School
- Sent to all Milwaukie area North Clackamas Schools, including distribution to over 1,300 recipients via the Milwaukie High School "E-News."
- Hand-delivered to downtown Milwaukie businesses
- Featured article on BikePortland.org
- The TSP survey flyer was provided (in print copy or electronically, preference dependent,) to: Dark Horse Comics, Albertsons, Pendleton Woolen Mills, Reliable Credit, Hoya, OECO, Bob's Red Mill, Johnson Controls. At Milwaukie Marketplace, handouts were distributed alongside employee paychecks to all 87 associates.

► **Open House**

An open house was held to present the recommendations from the working groups and workshops to the broader community. Participants at the open house were encouraged to offer their input on the recommendations and discuss their questions with staff. The material presented at the open house was also made available at the Farmer's Market on July 15, 2007, and posted on the TSP website.

Through early coordination and public participation plan for this project, the TSP Update was able to receive the feedback and support necessary for a successful adoption of the plan. Exit surveys conducted with the AC members indicate that participants were highly satisfied with the process.

## **6. TRANSPARENT AND RESPONSIVE PROCESS**

A transparent and responsive process is important for enabling the public to recognize that their input is valued in the planning process of both land use and transportation issues. A lack of apparentness of how public comment is incorporated into final products

may lead to civic apathy in becoming involved in future public projects; transparency throughout the planning process encourages participation from the community. When the public can clearly discern that their feedback is respected and addressed, a sense of ownership of the project and trust of the project management staff is achieved. Given that TGM is focused on addressing community concerns, this ownership is important to program objectives. Communication and directly addressing public concerns through outreach events is integral to this objective. The TGM grant for the City of Corvallis is a prime example of successful transparency and responsiveness:

**Corvallis Ninth Street Access Management Plan, 2007**

The Corvallis Area Metropolitan Planning Organization (CAMPO) applied for a TGM grant to develop a Ninth Street Improvement Plan to improve operation and safety for all modes of transportation and to improve access management between Polk Avenue and Elks Drive. Ninth Street is one of the most commercial arterials in the Corvallis Metropolitan Area, and covers significant employment centers. As such, public events were largely attended by the business community. All technical work was coupled with a list of issues and deficiencies identified by the public through public meetings and other outreach conduits. Alternative solutions were analyzed and presented to the public for further feedback. The methods of inviting the public into the conversation were:

- **Open house meeting.** One meeting to facilitate the exchange of information between the public, PAC and project staff was held in March of 2009 at the Cheldelin Middle School, located off of 9<sup>th</sup> Street. The public was requested to identify transportation and land use issues in the study area and to provide input to the current plan. The meeting included:
  - **Visual displays of the project area.**
  - **Purpose and description of project.**
  - **Maps, tables, posters and photos displaying highlighted existing conditions.**
  - **Handouts and materials regarding an inventory of existing conditions.**
  - **Oral presentation by PAC members.**
- **Comment sheets** were distributed to individuals upon arrival at the open house meeting.
- **Sticker notes** were available and invited to be placed on maps, tables and posters at the event.
- **CAMPO's website** was listed at meetings for the review of projects and related materials. E-mailed comments were accepted from the public at all times.
- **Telephone calls and mailed business cards and project information** were made and sent to parties who expressed their interest at the open house.

Adequate public notice was given before the open house meeting was held. Methods of communication included:

- **Newspaper advertisements** in the Corvallis Gazette Times for two days approximately one week before the meeting.
- **Direct mail** was sent to all business and property owners along 9<sup>th</sup> Street, totally more than eight hundred postcards were mailed.
- **MPO website announcement.**

➤ **Communication** to the Garfield Park Neighborhood Association.

Public input was valued immensely throughout the development of this plan. Comments such as the first of those outlined below, are examples of the importance of public input to project outcome; comments received during the project planning process concluded with the elimination or reduction of many proposed measures to improve the appearance of Ninth Street or make it function better for users of all transportation modes in accordance with TGM principles. Through a transparent and responsive process, many of the expressed public concerns were identified, categorized and resolved as follows:

1. *The construction of planted medians at various locations in the project area was opposed by surrounding business owners and various others of the civic community, who believe that the planted medians would severely restrict access to the businesses.* The resolution was to remove the one-dozen planted medians mentioned in the original drafts of the Access Management Plan.
2. *Multiple comments were regarding the unfriendliness of the area to bicyclists. Some members of the public suggested the continuation of bike lanes south of the study area to the downtown area.* Extending bike lanes was determined as infeasible due to the lack of right-of-way and the narrowness of the traffic lanes south of the study area. The proposed plan included the recommendation that either Tenth or Eleventh Street be converted into a bicycle boulevard; to widen the current bikeways from five feet to six feet in width and; monitor the presence of debris on bikeways.
3. *Public comment indicated that the community desired more trees and landscaping features.* Project staff determined that maintenance was a major obstacle to address this public concern. Recommendation in the plan included: Encouraging to businesses to plant suitable trees for the area; maintenance of the twelve foot planter strip standard per the Corvallis Land Development Code; enforcement of the maintenance of the existing planter strip, per city ordinance.
4. *Several public comments referred to the obstruction of businesses and lack of visual appeal of the area due to an excess of signs and wires along the streets.* The conspicuous features of electric wires was determined to be a difficult situation to rectify as the utility companies own the wires and poles and the cost of burying them would not be viable. Recommendations in the plan did include sign and hanging wire improvements by the strict enforcement of the city's sign ordinance, which controls the number, size and height of signs. The plan also recommended consideration to minimize the visual impacts of hanging wires in the future.
5. *The public expressed concern for the lack of approachability to the walking pedestrian.* Several walking improvements were recommended in the final plan, including: Widening the sidewalk standards; providing safe pedestrian crossings at five identified locations, and; evaluating the location of existing crossing signals near Polk Avenue.

Project staff estimated the costs of implanting the recommendations and identified possible funding sources, along with outlining the process to place the recommendations in appropriate funding tracks. Following public testimony, the City of Corvallis Planning Commission recommended the acceptance of the Ninth Street Improvement Plan to the City Council, and the plan was accepted upon further public testimony to the Corvallis City Council in March of 2010.

### Newberg ADA/Pedestrian/Bike Route Improvement Plan, 2005

Newberg requested a grant in 2005 to develop a plan for providing a network of needed bike routes and Americans with Disabilities Act (ADA)-accessible sidewalks throughout the city; to link residences, businesses, schools, parks, transit stops, and other key destinations consistent with the Transportation Planning Rule. Newberg acknowledged the need to prioritize projects, and the public input the project received assisted with this objective.

Some of the project objectives were:

- Evaluation of current planning documents pertaining to pedestrian/bike/ADA accessible routes throughout the City.
- Involvement of citizen task force for project guidance.
- Identification of critical pedestrian/bike/ADA accessible routes throughout the City.
- Development of field inventory of critical route conditions and improvement needs.
- Prioritization of list of proposed route improvements.
- Development of timeline for implementation of route improvement projects.
- Adoption of pedestrian/bike/ADA access improvement master plan.

One of most active citizens was an advisory committee member with a physical disability, who greatly assisted the project by maintaining a strong voice as a representative of one of the populations the project was intended to serve. Throughout the project, the participant expressed his appreciation for the transparent and responsive process:

*“Before this plan city engineers would just shrug whenever I pointed out yet another missing curb cut or dangerous intersection. The problem seemed too huge to even contemplate making the city's walkways accessible to my wheelchair. Now we can together look at a map, examine the photograph of the actual intersection, and see where this problem lies in the prioritized list of needed improvements. This all happened because of TGM's support. Thank you.”*

Additional feedback mentioned that it was clear that *“the people of our community who use the walkways and roads were accepted as full partners in the planning process.”*

## **FINDINGS AND RECOMMENDATIONS**

This report concludes with several findings and recommendations. TGM has clearly been programmed at both the administrative and operational level such that public outreach is a systematized requisite for the planning process and implementation of all TGM-funded projects. TGM's approach has guided projects in an increasingly substantial way throughout the life of the program; the success of outreach efforts is evinced by the accomplishment of TGM objectives in over 150 communities around the state. Notwithstanding, this report acknowledges several ways in which public involvement efforts could be enhanced. Initial recommendations upon compilation of this report are the following:

### **1. Encourage the utilization of TGM services by targeted communities.**

TGM has served 185 cities and 30 counties; and many of those were assisted by more than one grant or TGM service. One application was received by and granted to a Native American tribal jurisdiction for the development of a local street network and area plan. Tribal confederations and councils could potentially benefit from increased TGM consultation in their communities, albeit there are certain existing limitations including stressed program funding and Tribes generally residing in rural locations while TGM works primarily with urban communities. The program could nonetheless consider more explicit methods for targeting Tribes as applicants for TGM services.

### **2. Culture innovation; practice and nurture the development of innovative tactics for engaging the public.**

The nature of a project often predicts the level of interest that the public will bring to the process, e.g. planning for bicycle and pedestrian trails or downtown revitalizations in larger cities inevitably capture broad public interest; whereas more technical planning projects dealing with long-term land use zoning or city code updates do not generally attract a wide audience. TGM's outreach tools have proven effective in most projects for many sectors of the population, but more creative strategies should be implemented to achieve a higher level of involvement for all project types. Supplementing outreach tools with innovative methods would ideally attract new sectors of the population that are typically not involved in the planning process.

Children, youth and young adults (ages 10-25 years old) specifically have not shown significant levels of participation in most TGM projects. Notable exceptions were the 2005 TGM project for a commercial district renovation with the City of Echo and a Downtown Revitalization Plan for the City of Umatilla. Respectively, these projects included a design charrette formulated for middle school children, and a workshop for 5<sup>th</sup> graders who were given disposable cameras and asked to photograph their favorite and least favorite places in town. Positive results have come from the incorporation of youth forums and other innovative, targeted techniques to engage young adults. Given that certain projects inherently do not require youth involvement (e.g. development code amendments), TGM staff could determine project types that would likely benefit from the incorporation of youth and recommend public involvement strategies to

target and engage them. These projects might be plans for: downtown revitalizations, trails and greenways, neighborhood developments, safe routes to school and bicycle and pedestrian plans. These are projects in which it would be advantageous to incorporate ideas from younger generations who will likely be affected by implementing project plans in the future and so should be included in the planning process.

TGM staff should encourage contracted consultants and cities to go beyond the anticipated methods of distributing information about the process and public events for projects through traditional means, as traditional means are continually evolving. Care must be taken to ensure that the civic community without access to computers or the internet is also proactively outreached in innovative ways. The evolution of public participation strategies and techniques targeted to engage specific populations is only limited by the creativity of practitioners, and TGM must find a way to encourage that creativity on an institutional level.

**3. Support the application of social media and internet use in projects.**

The use of the internet and the creation of a project website should be encouraged for all projects. In recent years, the majority of TGM projects have incorporated a link on the local government's website or have created a separate project website. This tool should no longer be considered an "enhancement" technique; many people expect information to be readily available on the internet. Project websites could be enhanced, however, by incorporating elements such as social media.

Social media tools are currently very effective conduits of communication, particularly for younger generations. Social media allows the opportunity for an open and fluid dialogue to take place. Project staff could reach a wider audience than through other methods of advertising, and they would be able to gauge what the community is interested in or concerned about at any stage of the project development. A common median for voicing opinion, such as an online open discussion board, may provide an opportunity for community members to express their opinion and respond to others if they are unable to attend public meetings or feel overpowered by the vocal majority. The use of social media would guarantee that public comments and project staff responses are documented, leading to overall increased transparency of the process. There are numerous tools available and ODOT has already begun to investigate the use of social media in transportation planning. TGM should support ODOT in this study and might consider providing guidance to consultants and local government project staff for the utilization of this means of communication in TGM projects.

**4. Establish involvement methods per project type.**

Public involvement methods could be established in accordance with specified project objectives. TGM purposefully allows each project to conduct tailored outreach methods determined by the needs of the community and varied level of work. Although a Quick Response project to address the incorporation of a private development into the comprehensive land use plan for an area would not require the level of participation as would the assessment of a transportation system plan; the formulation of similar projects even for distinct communities inherently has a certain anticipated means of inviting the public into the process

and the methods used to engage the public could be defined for consistency. The actual strategies used would be dependent on the culture of the locality but standard practices would assist in recognizing which tools to effectively use for projects. Furthermore, the extent to which enhanced involvement tools are used could be determined per project type. TGM Code Assistance for general development code updates and Quick Response projects do not historically generate a high level of public interest throughout the planning process; more innovative strategies could be required for projects in these programs to ensure participation, such as a community workshop to discuss project concepts before commencement. Alternatively, a defined percentage of project funds could be predetermined for use in outreach tactics for Quick Response and Code Assistance projects.

**5. Clearly define performance measures.**

Determining TGM's definition of successful public participation is a prerequisite for the creation of a framework for assessment. TGM should define measurements of successful public involvement regardless of project type. For instance: Is successful outreach indicated by high attendance numbers at publicized events; or by the number of first-time participators in public projects; the expressed opinion of a minority voice or the depth and quality of input of the majority? Is obtaining consensus on milestone decisions an indicator of success? Defined performance measures would allow for consistent and uniform evaluation for all projects regardless of work scope or quantity of outreach tools used.

**6. Formulate a uniform methodology for the documentation and assessment of public involvement techniques in individual projects.**

A comprehensive evaluation of TGM's public involvement as a program can be swiftly pursued when a system of documentation is in place to assess the public participation efforts that were carried out in each project. To address this, it is prudent to develop a process of guiding questions and method to document the outcome of efforts in each project. Direct effects of public input should be transparent in the final product. This method of documentation could be written into the SOW as a final deliverable to be completed by the contracting agent.

TGM could formulate an evaluation plan to be conducted at the conclusion of each project by the project manager to assess the efficacy of outreach strategies for each project. TGM's predetermined performance measures would serve as a guide for the creation of the plan. In addition, the evaluation should include known barriers to participation from the community that the project has confronted so that future projects might build upon the knowledge of and advance or alter strategies accordingly. There were several TGM projects for which a high level of participation from the community would be expected but that ultimately concluded without reaching anticipated levels of support. A multitude of reasons might account for this: disinterest, poor communication of invited participation and events, belief that the project outcome was not likely to affect change at the local level or be applicable to the individual, a history of discouragement due to previous input not appreciably taken into consideration, or for other reasons that were unique to the project and community. To determine project barriers, various

guiding questions could be an inquiry to the party implementing the project public participation plan, such as: *What were the barriers that the project faced in engaging the public? Why did project staff find these to be barriers to participation? Would the same obstacles exist in similar projects or in similar regions? What are ways in which the obstacles might be avoided in the future; for the community or for the project?* The project evaluation plan might include an exit interview administered to the client on the effectiveness of outreach tools, telephone surveys, a conclusive public meeting or a postcard survey. The use of such methods would allow the program to evaluate the efficacy of public involvement strategies at the local project level so that project managers have a systematic method of comparison for parallel projects.

From the commencement of the program to the current cycle, TGM has been effective at public involvement and stakeholder outreach, as evident by the adoption of the great majority of projects and the documented case studies outlined in this report. If the six recommendations above were to be applied, TGM would excel at both a program and project level in this aspect. The integration of TGM's public outreach program and its current strategic implementation guidelines will continue to prove effective; the enhancement of the public involvement effort can only improve and further assist in the accomplishment of TGM objectives and the betterment of Oregon communities.