

KERN REGIONAL BLUEPRINT PROJECT

DRAFT

**PROJECT ORGANIZATION & PUBLIC
PARTICIPATION PLAN**

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- 2) The Institute for Public Participatory Management & Planning (IPMP) for creating the Systematic Development of Informed Consent approach upon which this document relies. Appendix “A” has been taken directly from the Citizen Participation Handbook written by IPMP (www.ipmp.com).

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INTRODUCTION

The Kern Regional Blueprint Project is a two-year effort envisioned to support long range regional planning through comprehensive development of regional consensus. The Kern Regional Blueprint Project's goal is to develop a preferred regional future growth vision through scenario planning.

Scenario planning develops stories that encompass an array of possible futures. These stories, or scenarios, blend factual information with unpredictable changes in the social, environmental, or technological structure so that one can consider combinations of uncertainties related to future potentials. The scenarios can be used to develop strategies to prepare for the future today. Scenario planning is not a tool that tries to predict the future. It is a technique that recognizes the existence of an infinite variety of unpredictable factors. The Kern Regional Blueprint Project will enable all potentially affected interests to compare various future land use patterns against the potential impacts those patterns have on the region's transportation systems, housing supply, jobs-housing proximity and balance, and environmental and natural resources.

Scenario planning requires a broad range of public participation. The Kern Regional Blueprint Project will involve a bottom-up approach to developing a regional vision. This vision will identify effective future land use patterns in creating an efficient transportation system, a prosperous regional economy while balancing natural resources with the supply of land for urban development. At the same time it will maintain equality among the region's diverse populations. A bottom-up approach to scenario planning presupposes that the citizens who live and work within the region should have a say in the decisions that affect their lives, and that those citizens should be involved in decision-making at the earliest possible point.

State law mandates that public participation guidelines be established for all types of state projects and plans, including regional plans. Public participation goals under the California Regional Blueprint Planning Program include:

- Securing local government and community support, as well as that of under represented groups, to achieve a comprehensive vision through innovative computer models and public involvement activities.
- Establishing a process for public and stakeholder engagement that can be replicated to build awareness of, and support for, critical infrastructure and housing needs.

Effective public participation promotes citizen "ownership" of decisions and enhances the public trust and agency credibility. A central tenet of the Kern Regional Blueprint Project is to involve the public far beyond the required notification and public hearing process that typically occurs with other types of planning efforts. The public outreach for the Kern Regional Blueprint Project has been developed to build local and regional consent from the bottom-up.

BACKGROUND

The Opportunity

Kern County and the rest of Central California stand at a critical growth threshold. The growth challenges that lie before the state's inland regions are vast and complicated. The degree to which the projected boom in population will impact the quality of life of those who live in these inland California areas has yet to be adequately addressed from a regional perspective.

Success in developing regional strategies to deal with the growth will depend in large part on the regional stakeholders' ability to build strong collaborative relationships.

The California Regional Blueprint Planning Program is a problem-solving approach created to focus attention and resources on those areas that will be subjected to the greatest population growth pressures. Central California is one of those regions. According to the Public Policy Institute of California report, *Urban Development Futures in the San Joaquin Valley*, the size of the central California, the early stage of major urbanization and the public's awareness of the potential problems that face the region all present an unusual opportunity to solve or avoid potential growth problems before they become insurmountable.

The Response

In response to the issues facing Central California and California in general, Governor Schwarzenegger has instituted a *Strategic Growth Plan*. The *Strategic Growth Plan* is the first installment of a 20-year plan to identify investments needed to support the wellbeing of California's economy. Through a legislative framework (Executive Order S-5-05, June 24, 2005), the Governor established the California Partnership for the San Joaquin Valley. The Business, Transportation and Housing Agency (BT&H) headed by Sunne Wright-McPeak is leading the Governor's newly created California Partnership in its charge to devise regional recommendations to improve the economic wellbeing of the San Joaquin Valley and its residents' quality of life.

Additionally, the California Regional Blueprint Planning Program was created in support of the Governor's legislative action, The California Regional Blueprint Planning Program is a voluntary, discretionary and competitive grant program sponsored by the California Business, Transportation and Housing Agency, the California Department of Transportation (Caltrans), and the Housing and Community Development Agency to assist Metropolitan Planning Organizations (MPOs) in developing a regional growth strategy. The Blueprint grant funding is to be used to address future housing, economic, environmental and mobility challenges, including congestion and deteriorating air quality.

The Blueprint Grant Program was specifically directed to MPOs and Councils of Government (COGs) throughout the state. COGs are mandated under Legislative statute to conduct areawide planning as may be required by law or as may be directed by their own governing boards.

Seven grants were awarded for fiscal year 2005-06. Merced County Association of Governments (MCAG), on behalf of the eight Central California MPOs, accepted the award of \$2 million. The San Joaquin Valley Air Pollution Control District contributed a \$500,000 match. The \$2.5 million will be distributed among the eight Councils of Governments (COGs) and the Great Valley Center to conduct a Blueprint Process led by each COG within its respective jurisdiction.

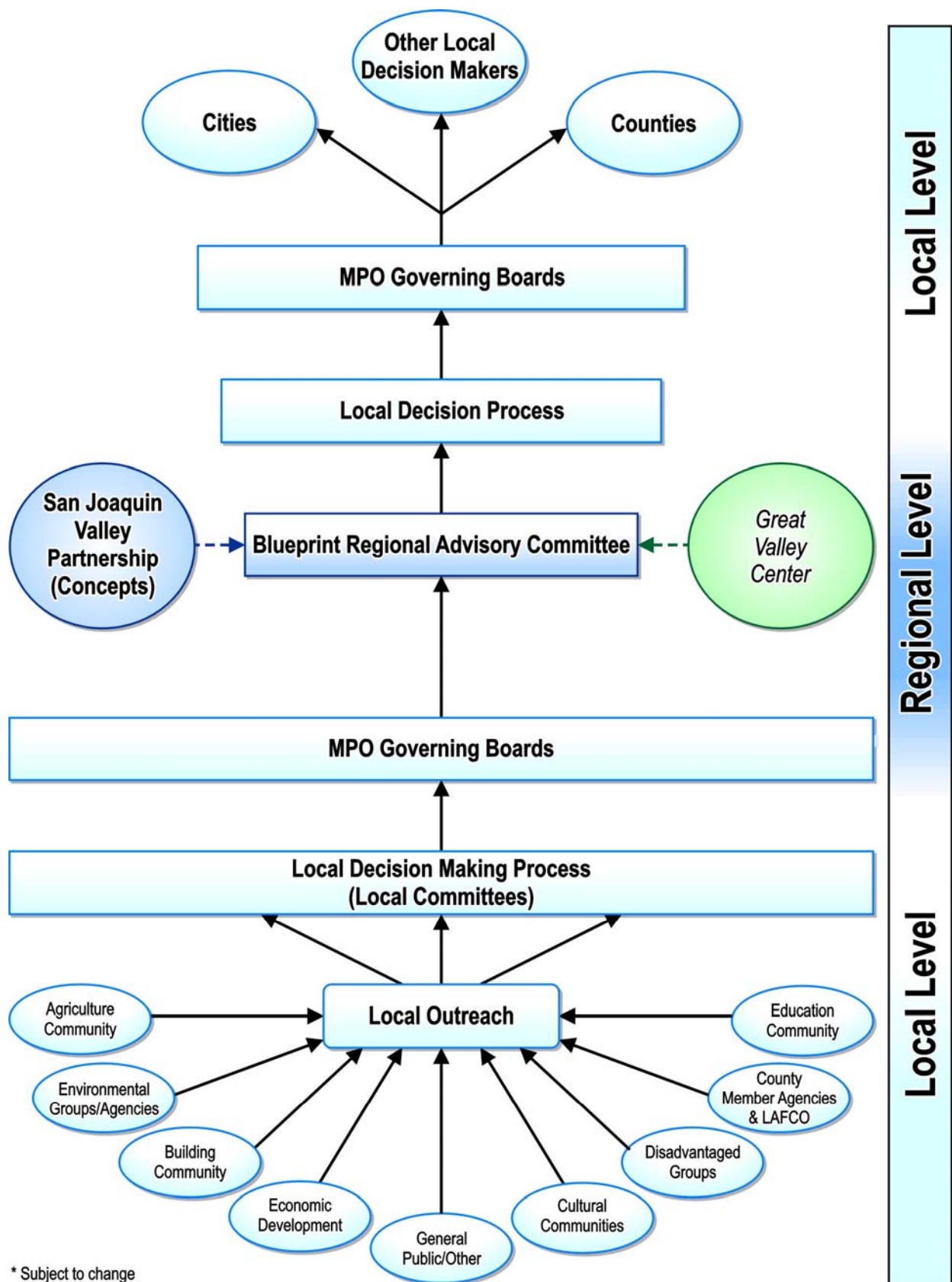
BLUEPRINT DECISION MAKING PROCESS

The Kern Regional Blueprint Project will assess whether there are alternatives to current plans that would achieve a more balanced approach to population growth, resource preservation, mobility and equality of life.

Using a bottom-up approach, Kern COG will implement a vast outreach effort throughout the Kern region of 8,000-plus square miles. Taking the lead in facilitating a dialogue among the communities, cities, and counties, Kern COG will engage the public at the local level in a community visioning process. Acting in its role as a regional facilitator the Great Valley Center, in cooperation with the eight central California COGs, will synthesize the results of the local Blueprint products and the regional macro strategies developed by the SJV Partnership. Ideally, a preferred regional future growth scenario based on local community values and embraced by local decision makers will emerge.

At a region-wide level, a SJV Blueprint Regional Advisory Committee (BRAC) will be convened to make regional recommendations about the San Joaquin Valley Regional Blueprint. BRAC's Regional Blueprint vision and corresponding recommendations will be presented back to the local decision-making bodies for their review and approval.

Graphic 1- Blueprint Decision Making Diagram illustrates the bottom-up approach.



* Subject to change

PROJECT SCHEDULE

Table 1-Blueprint schedule outlines the key public participation steps in the Kern Regional Blueprint Project.

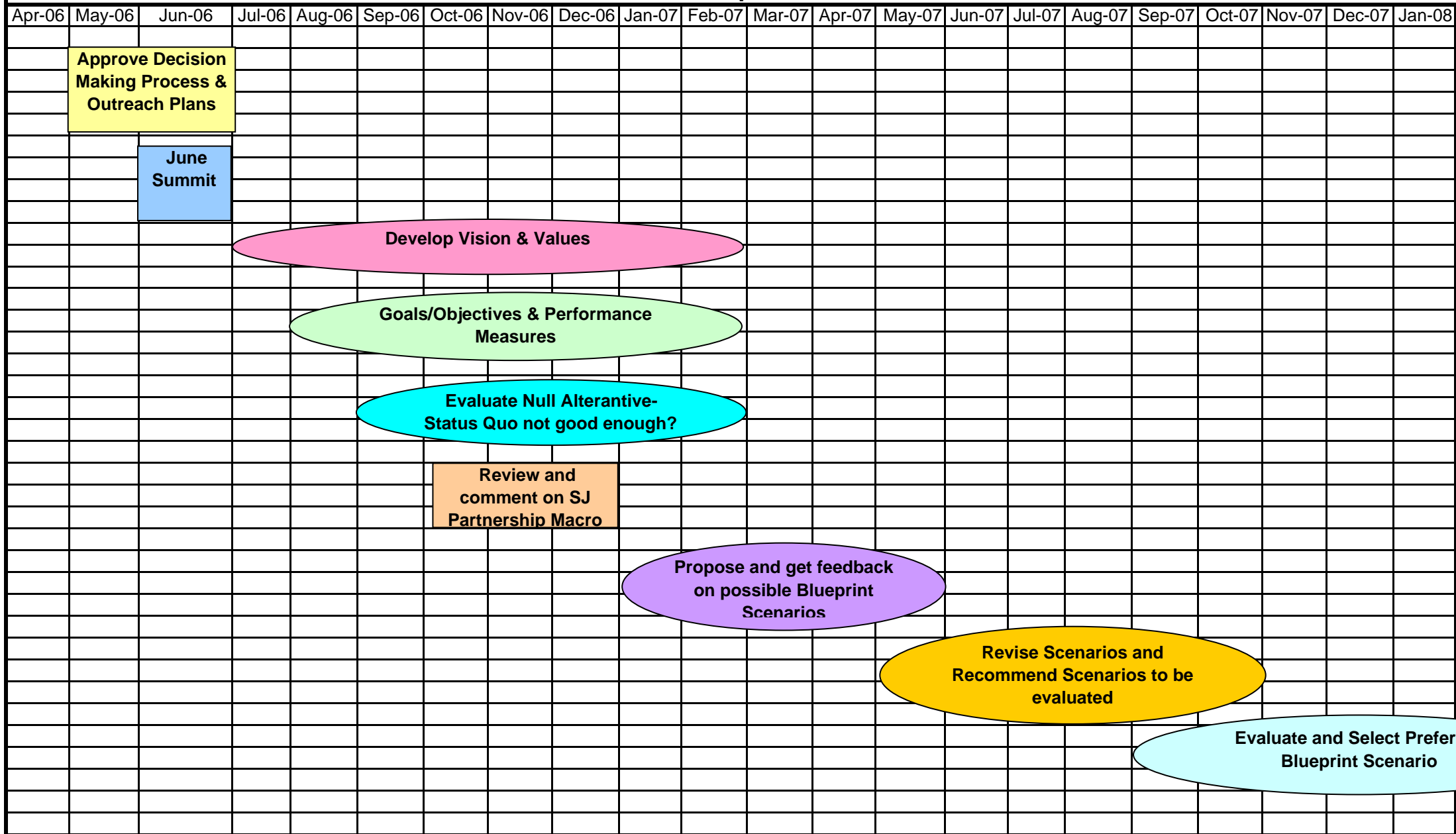
Table 2-Kern Regional Blueprint Project matrix illustrates the actions at the local level, the valley wide level and again at the local level for each step in the decision-making process. Ideally, anything proposed by this visioning process will ultimately be endorsed, approved, reviewed or adopted by the decision makers at each step in the decision-making process. These decision makers will ultimately be responsible for considering implementation of the projects, programs or principles that are proposed.

Table 1 -Blueprint Schedule

Table 2 – Kern Regional Blueprint Process Matrix



Blueprint Schedule



PUBLIC PARTICIPATION OUTREACH STEPS

This Public Participation (PP) Plan is specifically written for the eight central California Councils of Government (COGs) involved in the Regional Blueprint Process.

To assist these COGs in developing a Blueprint public outreach process, the Systematic Development of Informed Consent (SDIC) approach to developing a PP Plan was chosen. This approach is described in Appendix “A”.

Additionally, as it is with most governmental agencies, resources are limited. The challenge each COG will encounter is to use the resources available to engage the broadest spectrum of local citizens and to offer a variety of opportunities for gathering the most diverse collection of ideas in the most efficient manner possible.

For these reasons the SDIC approach to creating a citizen participation plan was chosen with the hope that it will assist the COGs in focusing their energy and resources while maintaining legitimacy in the Blueprint process.

Public Participation Outreach Steps:

- Introduce the Blueprint visioning process
- Engage potentially affected interests in the visioning process
- Introduce the decision-making process
- Identify the local and regional vision and values
- Determine goals and objectives
- Determine performance measures
- Communicate and evaluate the status quo
- Obtain feedback on possible Blueprint scenarios
- Present revised scenarios
- Recommend a preferred Blueprint scenario

Table 3 Identifies the outreach tools that will be used with the above list of steps to best involve the public.

OUTREACH BEST PRACTICE STRATEGIES

Public outreach for a regional visioning project within Central California should be based on a set of characteristics effective in reaching the greatest number of people, yet tailored to the region's unique demographic makeup. Efforts should include seeking out those who are traditionally underrepresented such as those who speak English as a second language, those with sensory impairment or other physical disability, the elderly, children, and low-income households. Broad Public participation from the beginning of a process aids in building consensus. When the public is involved in shaping a regional vision, they are more likely to be supportive of the final results.

- **Multi-faceted:** Outreach shall use a large variety of communication methods (i.e., the media, meetings, Internet, workshops, mail, etc). Multi-faceted methods also take into account multiple levels of public participation.
- **Clearly define the Blueprint visioning process:** Ask participants what regional policies they envision and what their expectations are of the Blueprint process and products. Sort out unrealistic expectations and get informed consent on the realistic expectations. Ensure, to the best extent possible, that the participants have the same set of expectations regarding the scope of the Blueprint visioning process.
- **Integrate public outreach with decision-making process:** Coordinate public participation activities with major decisions. Provide genuine opportunities for affected interests to influence the decisions. Clearly specify how affected interests will influence the process and major decisions. Show how public participation events and activities will be coordinated with major milestones.
- **Focus participation on decisions, actions, and solutions:** Determine what needs to be accomplished prior to using any one public participation technique. Determine whether the technique will fulfill the purpose for which the technique was chosen. Be sure to review a description of the public participation technique to ensure that technique will fulfill your purpose.
- **Maximize existing public outreach opportunities:** Take advantage of every opportunity to involve the public. Make use of already established meetings, community groups, and planned events, etc. rather than creating separate Blueprint public meetings or events.
- **Maintain continuous contact:** Establish a Blueprint public participation database so that all potentially affected interests (PAIs) are included. It is important that no single interest gets overlooked and all interested parties receive Blueprint information throughout the process.
- **Honoring requests for information:** Provide reasonable public access to technical and policy information used developing the Blueprint vision statement, and provide timely response to reasonable requests for information.

PUBLIC PARTICIPATION STRATEGY FOR THE KERN REGION

Use Existing Committees, Clubs and Organizations

Kern COG proposes to engage existing committees, clubs and organizations in the Blueprint visioning process. This includes, but is not necessarily limited to:

- Town councils for unincorporated communities
- Planning commissions from each of the cities and the County
- Civic and social service groups such as Rotary, Kiwanis, League of Women Voters, etc.
- Chambers of Commerce throughout the county
- Economic development groups
- Cultural groups
- Education groups
- Senior citizen and disabled groups
- Real estate and housing groups
- Farming & agribusiness groups
- Urban Design groups
- Water agencies
- Transportation groups
- Environmental groups
- Special Districts
- Churches & other nonprofit groups

For meetings in specific communities, Kern COG will advertise the opportunity for the general public to participate in any of the community forums. Staff and the public will engage in interactive workshop sessions to solicit public input throughout the Blueprint visioning process.

This plan intends to use existing committees and forums to conduct public workshops. If a community does not have an existing forum in which to participate, specific Blueprint workshops will be arranged for that community.

Procedures for notifying the public as identified below will be followed (*see Distribution of Media Releases for Meetings and Events*).

Kern COG also proposes using other organizational newsletters to provide Blueprint information to these interest groups.

Stakeholders Advisory Committee

Committee Structure

This plan proposes to form a Stakeholders Advisory Committee (SAC) made up of 21 members, including five at-large seats and one representative from the following fields:

- Real estate & property management
- Construction Industry
- Chambers of Commerce
- Economic development
- Civil engineering & Architecture
- Goods movement
- Small business
- Farming/agribusiness
- Education
- Natural Resource Industry (e.g. oil, gas, minerals)
- Military Bases
- Freight Industry
- Urban Design
- Environment
- Natural Resources
- Cultural advocacy

Selection of Committee Members

COG will use the media and contact private citizens to seek applicants for the SAC. Each applicant will be required to complete an application and may meet with staff in an informal interview.

As vacancies occur, staff will recommend Committee appointments to the Kern COG. The Council will appoint voting members at its scheduled meetings.

Kern COG staff will designate ex-officio members.

Committee Responsibilities

The committee will review recent staff work, recommend actions to Kern COG and provide staff with input on Blueprint visioning issues.

Meeting Schedule

Generally, the committee will meet once a month.

Planners Roundtable

Committee Structure

This plan proposes to create a 13 member Committee that includes one planning staff member from each of the 11 cities and county planning departments and LAFCO.

Committee Responsibilities

The committee will review Blueprint staff work, recommend actions to the Kern COG Council, and provide staff with input on Blueprint visioning issues.

Meeting Schedule

Generally, the committee will meet once a month.

Economic Development Roundtable

Committee Structure

This plan proposes to create a 13 member committee that includes one economic development staff member from each of the 11 cities and county community/economic development departments.

Committee Responsibilities

The committee will review Blueprint staff work, recommend actions to the Kern COG Council, and provide staff with input on Blueprint visioning issues.

Meeting Schedule

Generally, the committee will meet once a month.

Kern COG Website (www.kerncog.org)

In addition to the Kern COG website, the GVC will maintain a separate Blueprint website that will provide information about the Blueprint visioning efforts at www.sjvalleyblueprint.com. Information about the Blueprint planning process can be accessed through both website addresses.

The Kern COG website will be used to assist the public involvement process in the following ways:

- Provide access to an online questionnaire regarding the Blueprint visioning process;
- Provide access to an email notification system regarding Blueprint events or products;
- Provide timely information about Blueprint issues and processes to citizens, affected public agencies, agency employees, and other interested parties and segments of the community;
- Provide reasonable public access to technical and policy information used in developing the Blueprint vision statement and open public meetings/hearings;

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- Seek out and consider the needs of those traditionally underserved by existing public transportation systems, including but not limited to low-income and minority households;
 - Provide notification for public comment opportunities on the Blueprint vision statement.

Kern COG Quarterly

Kern COG publishes a quarterly newsletter that provides information about significant transportation planning efforts.

The Kern COG Quarterly will be used to assist the public involvement process in the following ways:

- Provide timely information about Blueprint issues and processes to citizens, affected public agencies, agency employees, and other interested parties and segments of the community;
- Provide reasonable public access to technical and policy information used in the development of the Blueprint vision statement and open public meetings/hearings;
- Seek out and consider the needs of those traditionally underserved by existing public transportation systems, including but not limited to low-income and minority households.
- Provide notification for public comment opportunities on the Blueprint vision statement.

Distribution of Media Releases for Meetings and Events

Press Releases

Kern COG will continue to issue press releases in advance of public hearings and workshops, in accordance with applicable law, or seven days in advance, whichever is longer.

Public Service Announcements (PSA)

Kern COG will continue to issue public service announcements in advance of any public workshops.

Local Cable Access Television

Some local cable systems provide an excellent communication avenue for announcing upcoming events. Single or multiple screen messages can be displayed on the local access channel. Some production services for the advertiser are available. Where feasible, for large projects, Kern COG will investigate the usefulness of this avenue for disseminating information to the public.

Direct Mailings & E-mailing

For workshops and other public visioning sessions, Kern COG will distribute information directly to interested parties on existing mailing and e-mailing lists and provide Blueprint information to target

lists from other agencies (e.g. Chambers of Commerce, San Joaquin Valley Air Pollution Control District, Kern County Air Pollution Control District).

These methods of distributing notices for upcoming meetings will assist the public involvement process in the following ways:

- Provide timely information about transportation issues and processes to citizens, affected public agencies, agency employees, other interested parties and segments of the community;
- Provide reasonable public access to technical and policy information used in developing Blueprint vision statement and open public meetings/hearings;
- Seek out and consider the needs of those traditionally under served by existing public transportation systems, including but not limited to low-income and minority households.
- Provide notification of opportunities for public comment on the Blueprint Vision Statement.

Open and Public Meetings

All Kern COG meetings of the Council, Transportation Planning Policy Committee, Stakeholders Advisory Committee, and Transportation Technical Advisory Committee will continue to be open to members of the general public.

Documentation of Responses to Comments

Kern COG will demonstrate explicit consideration and response to public input received during the planning development processes.

Other Public Participation Techniques

Kern COG will conduct a statistically valid public opinion survey to initially measure public sentiment regarding growth related issues. This survey will be stratified to gain validity at the level of eight subregional areas.

Kern COG will continue to comply with all State and Federal requirements regarding public participation, including those not explicitly provided for in this document.

Public involvement processes shall be periodically reviewed by the MPO in terms of their effectiveness in assuring that the process provides full and open access to all citizens of Kern County. When appropriate, this document will be updated or revised.

Blueprint public involvement processes shall be coordinated with local and statewide public involvement processes wherever possible to enhance public consideration of the issues, plans, and programs and reduce redundancies and costs.

SAN JOAQUIN VALLEY BLUEPRINT REGIONAL OUTREACH STRATEGY

This public participation plan proposes two San Joaquin Regional Blueprint outreach efforts:

- A Blueprint summit; and
- A Blueprint Regional Advisory Committee (BRAC) of stakeholders.

San Joaquin Valley Regional Blueprint Summit

The Blueprint Summit will:

- Help publicly launch the Blueprint effort;
- Highlight the Blueprint process;
- Inform the community on how they can become engaged in the Blueprint effort; and
- Include an opportunity for attendees to share ideas about the future of the region.

The SJV Regional Blueprint Summit will take place on June 28, 2006 in Fresno and will be coordinated by the Great Valley Center (GVC).

Blueprint Regional Advisory Committee (BRAC)

Purpose: The purpose of the San Joaquin Valley Regional Blueprint Advisory Committee is to make regional recommendations pertaining to the creation of the San Joaquin Valley Regional Blueprint.

The intent for each committee member is to:

- Become a champion of the final SJV Regional Blueprint vision;
- Advocate implementation of the SJV Regional Blueprint products to the local jurisdictions;
- Promote the SJV Regional Blueprint strategies at the state and federal levels.

Tasks: Regularly communicate with San Joaquin Valley COG Directors Association regarding work of the BRAC to assure the process and products reflect COG SJV Regional Blueprint process guidelines;

- Regularly communicate with local and regional interest groups regarding regional issues that arise in the SJV Regional Blueprint process;
- Assist in the integration of San Joaquin Valley Partnership products and the SJV Regional Blueprint planning process;
- Provide a forum for the participation of varying regional interest groups in the SJV Regional Blueprint process.
- Facilitate the identification of SJV Regional Blueprint “values” and “vision”.
- Facilitate the identification of a SJV Regional Blueprint “identity”.
- Validate the current SJV Regional planning “status quo”;
- Develop BRAC consensus on what planning variables constitute the “status quo” SJV Regional Blueprint scenario;
- Educate participants on the reality of allowing the current SJV Regional “status quo” to continue;
- Educate participants that no change from the current SJV Regional “status quo” becomes an active decision that will determine the future of the SJV;

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- Validate that the SJV Regional Blueprint “status quo” scenario inadequately represents SJV “values”;
 - Champion the SJV Regional Blueprint planning process and a preferred Regional Blueprint scenario as a critical opportunity to determine the future of the SJV;
 - Conceptually explore and review possible alternative SJV Regional Blueprint scenarios that would allow communities to actively support their local values, vision, and community identities;
 - Construct a draft SJV Regional Blueprint vision from the eight local SJV Blueprint vision products (regional segments only) for review by the SJV COG Directors Association;
 - Communicate (as needed) with the SJV COG Directors Association regarding any concerns about the draft SJV Regional Blueprint Vision as it relates to regional “values”;
 - Facilitate (as needed) regional consent for the final SJV Regional Blueprint preferred scenario.

Process: The SJV Regional Blueprint Project is designed to complement the work of the Governor’s San Joaquin Valley Partnership. The SJV Regional Blueprint process will build on a “bottom up” approach to identify regional choices (scenarios) that will determine the future of the SJV as determined by regional values, vision, and identity. The Regional Blueprint process will enable the SJV to articulate fundamental values against which future planning efforts can be weighed and will allow for the development of locally driven strategies. The combined aggregate of the eight locally driven Blueprint strategies will reflect the fundamental regional values of the entire SJV.

Appointment and General Operations:

- The eight SJV COG Directors will provide GVC with BRAC membership appointment of one regional representative for each of the regional interest group categories listed below;
- Each COG Director will recommend one locally elected official from their region;
- The source of BRAC recommendations will come from a list of five nominations from each of the eight SJV COGs, GVC, and the Air District.
- The COG Directors will select the nominees who they believe are best suited to be the regional representative for each interest group;
- GVC will augment the BRAC recommendations when requested to do so by the COG Directors;
- Every effort will be made to assure a diverse representation of SJV regional interests;
- For the public agency representatives, the staff assigned to the Blueprint from that agency shall be identified as a member of the committee;
- All BRAC member appointments require confirmation by a majority of the SJV COG Director’s Association;
- BRAC nominees for consideration should be willing to represent their constituents *and* be able to work with other interest groups in reflecting regional views;
- BRAC members are required to regularly attend meetings;
- The role of the BRAC is advisory only;
- The focus of the BRAC is regional in scope, not local;
- All BRAC member recommendations will be submitted to the SJV COG Directors Association;
- GVC will provide staff support for conveyance of the BRAC; and
- GVC will provide staff support for the BRAC meetings.

Interest Groups Representation

In addition to eight elected representatives appointed by each COG Governing Board, this plan proposes to have the following regional interest groups, and government agencies represented on the BRAC:

- Agriculture
- American Planning Association, Cal Chapter, Central Section
- American Farmland Trust
- American Institute of Architects
- American Lung Association
- Audubon Society
- Building Industry
- California Valley Miwok Tribe
- California Trucking Association
- Central California Environmental Justice Network
- Chambers of Commerce
- Citizen Action Groups
- Community-at-Large
- Developers
- Environmental Groups
- Farm Bureau
- General Business
- Grassland Water District
- Hispanic Chamber of Commerce
- Latino Issues Forum
- Manufacturers Council
- National Parks Conservation Association
- Realtors Association
- San Joaquin Valley Rail Committee
- San Joaquin Valley COG Directors Association
- Sierra Nevada Air Quality Group
- The Nature Conservancy
- Trust for Public Land
- Urban Land Institute
- San Joaquin Valley Air Pollution Control District
- CA Department of Transportation (Caltrans)
- CA State Parks
- CA State Office of Planning & Research
- CA State Department of Fish & Game
- CA State Resources Agency
- CA Environmental Protection Agency
- Regional State & Federal Legislative Representation (Invite all to attend)

CONCLUSION

Continual Public Participation Plan Review

Public Participation Plans are not static documents. Periodic review of the public outreach techniques identified in the plan shall occur, at a minimum, on an annual basis or as needed to ensure that those techniques continue to be effective in meeting the objective for which they were chosen.

APPENDIX A

CITIZEN PARTICIPATION BY OBJECTIVES

Step-by-Step Approach

Designing an effective Citizen Participation Plan (CPP) requires careful consideration. The more inclusive a process, the greater its credibility and the more likely it is to produce constructive input. Creating a CPP involves assembling a selection of techniques to meet the needs of a number of objectives. Although there are many approaches to developing public outreach plans, all require some type of systematic thought process to maximize the potential and benefit of the public's involvement.

The San Joaquin Valley Regional Blueprint effort will model its public outreach efforts after the Systematic Development of Informed Consent (SDIC) approach to citizen participation. Each one of the eight COGs will be responsible for carrying out the tasks involved in the SDIC approach. The step-by-step procedures begin with Appendix "A" and are offered to assist the COGs in the developing a tailored Citizen Participation Plan.

The materials that appear in the following Sections and in the Appendices has been taken from the Citizen Participation Handbook produced by the Institute for Participatory Management & Planning. Please access the Institute for Participatory Management & Planning website (www.ipmp-bleiker.com) to download Objective Worksheets and other forms.

A. Identify the People

Stakeholders are people who have interest in or are affected by a Plan. In determining who those Potentially Affected Interests (PAIs) are, it is important to understand their perspective and what is at stake.

This task identifies the variety of people, or groups who are likely to share interest and/or concerns about the issues being addressed by the San Joaquin Valley Regional Blueprint effort. Consideration of the PAIs should focus on such aspects as the following:

- Who is most likely to be affected, either directly or indirectly?
- What is at stake for each of those who have been identified?
- How might the participation needs of each stakeholder be met?

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- Who needs to be informed, involved, have input in, or collaborate with?
 - What are the hot topics in which a person or organization might be concerned?
 - Why would certain interests be concerned with a regional plan?

Most importantly, the level of attention each stakeholder group deserves or requires must be determined. Therefore, the process to identifying all PAIs might be summarized as:

- (1) Identify,
- (2) Categorize and
- (3) Prioritize the stakeholders according to the level of participation required.

Task A.1 Creating a PAIs/Issues Matrix.

- Write the names of the potentially affected interests along the vertical axis.
 - PAIs are defined as any person or group that may be affected by, or have an interest in the identified issue.
- Identify the issues that relate to the potentially affected interests
 - The issue can be a fact, fear, fancy, concern, myth, perception, etc.
 - Write the issue statement as if it is a newspaper headline
- Nominate some of the issues as KEY issues.
 - KEY issues are those that – if mismanaged- will impede any progress toward implementing a workable solution

B. Citizen Participation Needs Assessment

Assess the needs of the project by reviewing the specific Citizen Participation Objectives that are most important for your agency to accomplish, and then decide how your agency will accomplish those objectives. This assessment helps to identify and prioritize the precise elements of each objective that are most important for an agency to address within the Agency/PAI relationship.

There are fifteen specific CP Objectives that will be analyzed to determine where your agency must focus its citizen outreach resources. Decide first what objective needs to be achieved then pick the tool to best address that objective. Do not make the mistake of first picking the tool before the objective has been identified. Please see Appendix B for an overview of the objectives.

The following Citizen Participation-by-Objectives approach is a step-by-step procedure that involves ten specific work tasks briefly described below:

1. Assess CP Needs
2. Examine CP Resources
3. Review CP Resources in light of CP Needs
4. Create CP Program
 - a. Create a Preliminary CP Program
 - b. Further refine the Preliminary CP Program

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5. Identify and Program CP Tasks
 6. Interface CP Tasks with Technical Tasks
 7. CP Training
 8. On-going Supervision and Coaching
 9. Debrief CP Staff
 10. Evaluate and Adjust CP Program

B.1 Assess CP Needs

Task B.1.a: Conduct a CP- Needs Assessment

- Project manager surrounds him/herself with a team of devil's advocates.
- Someone other than the project manager reads the first question on CP Objective #1.
- Project manager answers each question by placing a check mark in either the "Yes" or "No" space. The answer that falls into the ellipse indicates a potential CP Need/CP Problem. If in doubt, place answer in the ellipse to indicate a potential CP Need.
- If the answer is in the ellipse, project manager provides a specific explanation for the answer. The explanation is written in the form of a complete sentence in the corresponding "Answer" box. This is a potential CP Need.
- If the answer is in the box, no explanation is required. Leave the associated answer box blank.
- Proceed as above for all of the questions on the CP-Objective #1 worksheet.
- When the group reaches the bottom of the CP Objective #1 worksheet, review the answers. Identify the one, two or three potential CP-Needs that are the most serious on that particular worksheet. Place an asterisk next to those questions that your agency determines are most important to fulfilling CP Objective #1.
- Complete Task B.1 for each of the 15 CP Objective worksheets.

Task B.1.b: Writing CP- Needs Statements

- Write a CP-Needs Statement for each of the "High" priority questions your agency determined are most important to fulfilling the particular CP Objective (Those marked with an asterisk).
- Write the CP-Needs Statement in the *center column* of each asterisked question.
 - a. A CP-Needs Statement is a specific objective that you need to accomplish for each of the high-priority questions.

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- b. A CP-Needs Statement is the blunt articulation of the corrected situation that needs to be achieved.
 - c. Be as specific as possible, name PAIs.
 - d. Ask, “What situation stands between you and Informed Consent?”
 - e. Preferably, don’t spell out an *action* that you could take, such as “Explain to the PAIs the complexities of our mission”.
 - f. Instead, spell out the *objective*, which that action is intended to accomplish, such as, “Get the PAIs to understand the complexities of our mission”.
 - g. If at all possible, postpone for the time being selecting an action.
 - h. Limit the response to identifying what it is you need to accomplish with your citizen participation action, without naming the action itself.
 - i. Leave the right-hand column, the Actions-column, blank for the time being.
- Write a CP-Needs Statement for each of the asterisks that have been identified as a serious need for each of the 15 Objective worksheets.

Task B.1.c Identifying *High Priority* and *Low Priority* CP-Objectives

- Sort the 15 worksheets into two separate groups (High Priority and Low Priority stacks).
- Compare the specific CP-Objectives statement that was written into the center column of the first worksheet with the specific CP-Objectives statement that was written on the other 14 worksheets.
- Continue to sort the stacks by High and Low priority until you have the same number of sheets in each of the two priorities stacks.
- The High Priority CP-Objectives should include at least five to seven of the most important objectives that need to be achieved.
 - Don’t be concerned with those objectives that are important to achieve but have been placed into the Low Priority stack. Once a High Priority Objective has been achieved, another Objective can be moved from the Low Priority stack to the High Priority stack

Task B.1.d Tape the High Priority Worksheets together

- Align the right-hand margins for the High priority worksheets (i.e. the many horizontal lines on the right-hand margin where the bullets, half-bullets, quarter-bullets, are located).
 - Ensure that the little horizontal lines on all the different sheets align exactly
 - Be very patient and get the alignments exact.

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- Place several pieces of transparent tape across the top, the bottom, and the middle of the right-hand margins of all the sheets. *Make sure the alignment does not shift.*
 - If the taping has been done correctly, the resulting booklet should open just like a magazine. Except this booklet will open from the left side in back rather than from the right side in front.
 - All the information on the worksheets that was written during the Needs Assessment should now be visible as the booklet is opened.
 - The only piece that should not be visible from within the booklet will be the column of bullets in the extreme right hand margin of each of the worksheets.
 - When the booklet is turned back over so that the first **High Priority** CP-Objective with its list of questions is face up, a partial matrix of the CP-Objectives/CP-Techniques is visible.

B.2 Examine CP Resources

Task B.2 Make a Preliminary Nomination of CP-Techniques

- Using Form “B”
 - Identify with a big star any of the CP Techniques that you must use. The “must use” techniques may have been identified in any type of citizen outreach policy or guideline the agency follows.
 - Cross off the techniques that the agency may be prohibited from using either by law or by an administrative guideline. Note the guideline reference in the appropriate row of the CP Worksheet “B”.
- For each of the remaining techniques, ensure the Agency is equipped with:
 - Resources to implement – mark yes with an “X”
 - Skills to implement – mark yes with an “X”
 - Special equipment of facilities – mark yes with an “X”

Task B.3 Review CP Resources in light of CP Needs

- Lay Worksheet “B” over the High priority worksheet booklet.
 - Ensure that the little horizontal lines on Worksheet “B” align exactly with the horizontal lines on the worksheets.
 - Be very patient and get the alignments exact.
- Place transparent tape across the right-hand margin on the newly lined-up worksheet “B”.
 - The booklet now has, as its cover, the CP-Techniques list from the CP-Objectives/ CP-Techniques Matrix.
- Write the following on Worksheet “B”
 - Project Name

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- Today's date
 - Name of Project Manager
 - Name of Team Members participating in the Needs Assessment
 - “**High Priority**” or “**Low Priority**” on the respective booklets
- From this point forward the **High Priority** stack will be used to design each COGs tailor-made Public Participation Program.
 - Close the **High Priority** booklet.
 - This is a partial Objective/Techniques Matrix created by worksheet “B” and the individual bullet-columns from each of the **High Priority** worksheets.
 - That portion of the overall Objectives/Techniques Matrix that's relevant to each individual county's High Priority Citizen Participation Needs.
 - Highlight CP Techniques
 - Starting on the left with the area of pluses and minuses, extending through the technique name and over to the dots.
 - Select those that have a good bit of black across the rows, i.e. more black than white
 - Add those techniques that you absolutely have to use, whether you want to or not.
 - Add those techniques that have a solid black dot for one or more extremely important CP Objective and that make very small demands on the CP Resources available. This type of CP Technique may only satisfy one CP Need but is worth including because it is inexpensive.
 - The highlighted CP-Techniques should present a variety of techniques to use in addressing the particular CP-Needs that have been identified.
 - These are the techniques that should be given at least some consideration when designing the CP-Plan.
 - The collection of highlighted CP-Techniques is a pre-selection of the possible techniques that may be available. *The collection is very preliminary*
 - A much closer look at the strengths and weaknesses of each technique will be required prior to inclusion in the final Citizen Participation Plan design.
 - A description of each technique appears in the “Techniques Section” of the Citizen Participation Handbook created by IPMP.

B.4 Create a CP Program

Creating a Citizen Participation Plan requires selecting a collection of CP Techniques and actions that combine in such a way so that their mutual strengths and weaknesses can meet the previously identified CP Needs in a safe and economical manner. A cross-reference will be made between the specific CP-Objectives and the CP-Techniques.

Task B.4.a: Combine a variety of CP-Techniques into a “Final CP-Program

- Using a highlighter, select a few CP-Techniques.
- Review in a holistic way each of the CP-Techniques.
 - Look beyond the bullets. They are only crude indicators of strengths and weaknesses
 - Don't limit the review to the Techniques that were nominated in the preliminary program.
- The CP Techniques chosen should contain at least two or three strong CP Techniques for each High Priority CP Need.
- Ensure that those two to three CP Techniques complement each other
 - Make sure that not all of the CP Techniques rely on some form of meeting. Because if they all do, then you will systematically be shutting off communication from those interests who may not attend meetings or if they do will not speak up.
 - If the strong CP Techniques is based on meetings, ensure that an additional techniques involves, for example, written communications, or vice versa
 - If most of the CP Techniques are of a formal nature, ensure that a couple of informal Techniques are added.
- Do not be concerned with over-building this preliminary CP Program and do not worry so much about the overall cost of the program.
- As a separate step, trim the Preliminary Program back to get the leanest yet most effective Final CP Program.
 - Eliminate CP Techniques that only duplicate the contribution of other techniques
 - Fine-tune the CP Program by substituting and switching, where possible, in favor of techniques which: demand less time, involve less risk, cost less, are less difficult to do, are less intimidating to the public, etc.
 - Certain undesirable features of a specific Technique might be removed without removing its desirable feature. Sometimes a couple of techniques can be combined as a hybrid Technique that is better able to address a CP Need
- The remaining collection of CP Techniques now becomes the CP Program.
- Return to the Objective Worksheets in the High Priority pile.
 - Look at those two or three CP Needs that the team identified as the specific goals on that particular worksheet

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- In the fourth column titled “CP Techniques/Tools (CP Actions)” of the respective CP Needs – enter one or several CP Techniques
 - CP Techniques are identified either by their corresponding number or a verbal description of some action that addresses that specific need
 - Before proceeding to the next step, make sure that every field next to a spelled-out specific CP Need has an activity listed in the 4th column that will address it.
 - Take a blank piece of paper and title it with one of the selected CP Techniques.
 - Review all the entries in the fourth column of each worksheet. Wherever the number of that CP Technique shows up, enter the specific CP Need on the blank page.
 - Each CP Technique will have a separate piece of paper.
 - Each CP Need will be listed under one or more of those CP Techniques.
 - While doing this process, the High Priority CP Need is internalized. These internalized CP Needs will become so well known that when an opportunity presents itself, that opportunity can be exploited.
 - This last step has created an agenda for each of the chosen CP Techniques. It is an outline of what needs to be accomplished with each one of the CP Techniques that make up the final CP Program.

B.5 Identify and Program the CP Tasks

With the completion of the fourth step, a CP Program has been designed. The next several steps in the CP process are related to translating the CP Program into actions.

Task B.5 Implement the Program

- Translate the CP Program into Actions.
- List the first of the CP Techniques that are in the final CP Program.
- Under this first CP Technique, list all of the separate Tasks that have to be carried out. A task is a work assignment that is so specific that:
 - It can be delegated to someone
 - An estimate of how many person-hours of work it requires can be determined
 - It is clear over how many calendar-days or months the CP Task should be spread out

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- Any product that will be produced as a result of completing this specific task is clearly shown
 - A timeline can be created as to when the task should be carried out (in terms of a calendar date, or at least, when in relation to other Tasks.
 - It become clear who should or can carry out the PP Task or at least what a person's skills and qualifications need to be to successfully carry out the PP Task in question
 - For each of the CP Techniques, estimate all of these factors:
 - Person hours
 - Elapsed calendar-time
 - Title and description of any products
 - Actual calendar date for executing the CP Task
 - List the next CP Technique that is part of the final CP Program. List the CP Tasks that go into that technique, etc.
 - It is absolutely essential to come up with a complete and comprehensive list of CP Tasks.

B.6 Interface the CP Tasks with the Technical Tasks

Task B.6 Interface the Citizen Participation Tasks with the Technical Tasks

- Compare CP Task schedule with the Technical Task schedule and work out any inconsistencies.
- Make appropriate personnel assignments.
 - Making the right personnel assignments for the various CP Tasks is one very important part. It is recommended that of many of the CP Tasks be assigned to people who are performing specific Technical tasks
 - CP tasks should not be carried out by CP Specialists, but by the same people who are responsible for carrying out the technical activities
- Examine the schedule of technical tasks and its personnel assignments to find the most appropriate technical person to carry out each particular CP Task
 - A single PP Technique will, most likely, be carried out by several different technical people. Each person will be executing specific CP Tasks at specific times. It is very important that someone do the necessary coordination of these many different tasks being carried out by different individuals
- Periodically compare the two schedules again because work schedules have a habit of slipping. Make sure that the CP Schedule is adjusted if there is substantial slippage in the Technical Schedule or vice versa.

B.7 Citizen Participation Training

Task B.7 Technical Level CP Training

- After the CP Tasks have been matched to the most appropriate Technical staff, conduct a bit of training so that the technical expert can handle the CP Tasks in questions in as reasonably competent manner as possible. Training may consist of:
 - Coaching on your behalf
 - Providing a workshop or a short in-house training session that you have designed for each of the crucial CP Tasks
 - Assigning readings
 - Sending the individual to the appropriate community college, educational institution for workshops on the subject.
 - Program the most appropriate available training for the proper individuals
- It may be possible to identify a few CP Tasks that will be carried out by more than one person. If this is the case, an on-going training program in which virtually the entire staff is trained to conduct a series of CP Tasks.
- Identify which technical experts should get training in which specific CP Task.
- Schedule the time for which they are to get that CP Training

B.8 On-Going Supervision and Coaching

Task B.8 Review of implementation of CP Techniques

- Review Techniques used
- Check the effectiveness and quality of work

B.9 De-Briefing the Citizen Participation Staff

Task B.9 Institute a procedure for de-briefing and Schedule a Routine to De-Brief every individual who is involved in Citizen Participation

- Difficulties are likely to arise when involving a good number of people in carrying out Citizen Participation.
 - Some of the things that one professional learns in the course of carrying out a particular CP Tasks might be very useful to another individual
 - Some of the things learned by one individual in carrying out a specific CP Tasks may be unflattering or embarrassing to the agency. This

individual may not want to repeat this unflattering information. Nevertheless, it is vital that the Agency hear about all information because it has a direct bearing on the agency's ability to generate Informed Consent.

- The method for conducting on-going de-briefing can vary and should be designed to fit best with the agency's mode of operating. Methods can include:
 - Personal interview in the office
 - Group discussion sessions
 - Written statements
 - Etc.

B.10 Evaluating and Adjusting the CP Program

The Citizen Participation program including all the techniques should be evaluated for necessary adjustments and corrections on a continuous basis.

Task B.10 Re-evaluate the CP Program continuously

- After completing such a thorough process of developing a Citizen Participation Plan, it is still essential that a continual evaluation of the plan be conducted.
 - Periodically, step back from it all and check to see if the CP Program is returning the contribution for which it was designed.
 - Are the specific Techniques creating Informed Consent?
 - Are the activities making a demonstrative contribution to the Agency's effectiveness in increasing the project's legitimacy?
- If a CP Technique is not contributing, remove it from the Program.
- Add CP Techniques that may work for the present challenge that may not have been a good choice previously.