

# COUNCIL OF FRESNO COUNTY GOVERNMENTS

## CITIZEN PARTICIPATION PLAN

May 25, 2006



The San Joaquin Valley Council of Governments and other Blueprint partners include:



Kern COG



Kings COG



San Joaquin Valley  
Air Pollution Control  
District



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## **ACKNOWLEDGEMENT**

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## INTRODUCTION

The San Joaquin Valley (SJV) Regional Blueprint Planning Process is a two-year planning effort envisioned to support long range regional planning through comprehensive development of regional consensus. The goal of the San Joaquin Valley Blueprint Planning Process is to develop a preferred future growth vision for the region through the use of scenario planning.

Scenario planning is a method used to plan for the future by developing stories that encompass an array of possible futures. These future 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 San Joaquin Valley Blueprint Planning process 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 citizen participation. The SJV Regional Blueprint Planning Process will involve a bottom-up approach to developing a regional vision that identifies future land use patterns that are effective in creating a prosperous regional economy while balancing the protection of natural resources with the supply of land for urban development, and maintaining equality among the region's diverse populations. A bottom-up approach to scenario planning is based on the belief that it is the citizens who live and work within the region who should have a say in the decisions that affect their lives, and that those affected citizens should be involved in the decision-making process 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. The goals for public participation under the California Regional Blueprint Planning Program include:

- Ø Securing local government and community support, as well as that of under-represented groups, to achieve the resulting comprehensive vision through the use of innovative computer models and public involvement activities.
- Ø 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 citizen participation promotes citizen "ownership" of decisions and enhances the public trust and credibility of an agency. A central tenet of the SJV Regional Blueprint Planning process 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 SJV Regional Blueprint Planning Process has been developed with the intent to build local and regional consent from the bottom-up.

## BACKGROUND

*If you want to know your past, look into your present conditions. If you want to know your future, look into your present actions-* Buddhist Saying

### **The Opportunity**

California's Central San Joaquin Valley stands at a critical growth threshold. The San Joaquin Valley's growth challenges that lie before us are vast and complicated. The degree to which the projected boom in population will impact the quality of life for those who live in the San Joaquin Valley has yet to be adequately addressed from a regional perspective.

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

The California Regional Blueprint Planning Program is a problem solving approach created with the intent to focus attention and resources on those California regions that will be subjected to the greatest population growth pressures. The Central San Joaquin Valley has been identified as one of those regions. Most residents understand that the current approach to urbanization leads to a decrease in quality of life. According to the Public Policy Institute of California report, *Urban Development Future in the San Joaquin Valley*, the size of the San Joaquin Valley, the early stage of major urbanization within the Valley 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 seriousness of the issues facing the Central San Joaquin Valley 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 well-being of California's future economy. Through a legislative framework (Executive Order S-5-05, June 24, 2005), the Governor established the San Joaquin Valley Partnership (SJVP). The Business, Transportation and Housing Agency (BT&H) headed by Sunne Wright-McPeak is leading the Governor's newly created San Joaquin Valley Partnership in its charge to come up with regional recommendations to improve the economic well being of the San Joaquin Valley and the quality of life of its residents.

Additionally, in support of the Governor's legislative action, the California Regional Blueprint Planning Program was created. 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. The purpose of the grant program is to assist Metropolitan Planning Organizations (MPO's) 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 issued to MPO's in cooperation with the Councils of Government (COGs) throughout the state. COG's are mandated under Legislative statute to conduct area-wide planning as may be required by law or as may be directed by their own Governing Boards.

Seven Regional Blueprint Planning Program grants were awarded for fiscal year 2005-06. Merced County Association of Governments (MCAG), on behalf of the eight San Joaquin Valley MPO's, accepted an award of \$2 million. The San Joaquin Valley Air Pollution Control District contributed an in-kind match of \$500,000. The \$2.5 million will be distributed between the eight Councils of Governments (COGs) and the Great Valley Center to conduct a SJV Blueprint Planning Process.

## **BLUEPRINT DECISION MAKING PROCESS**

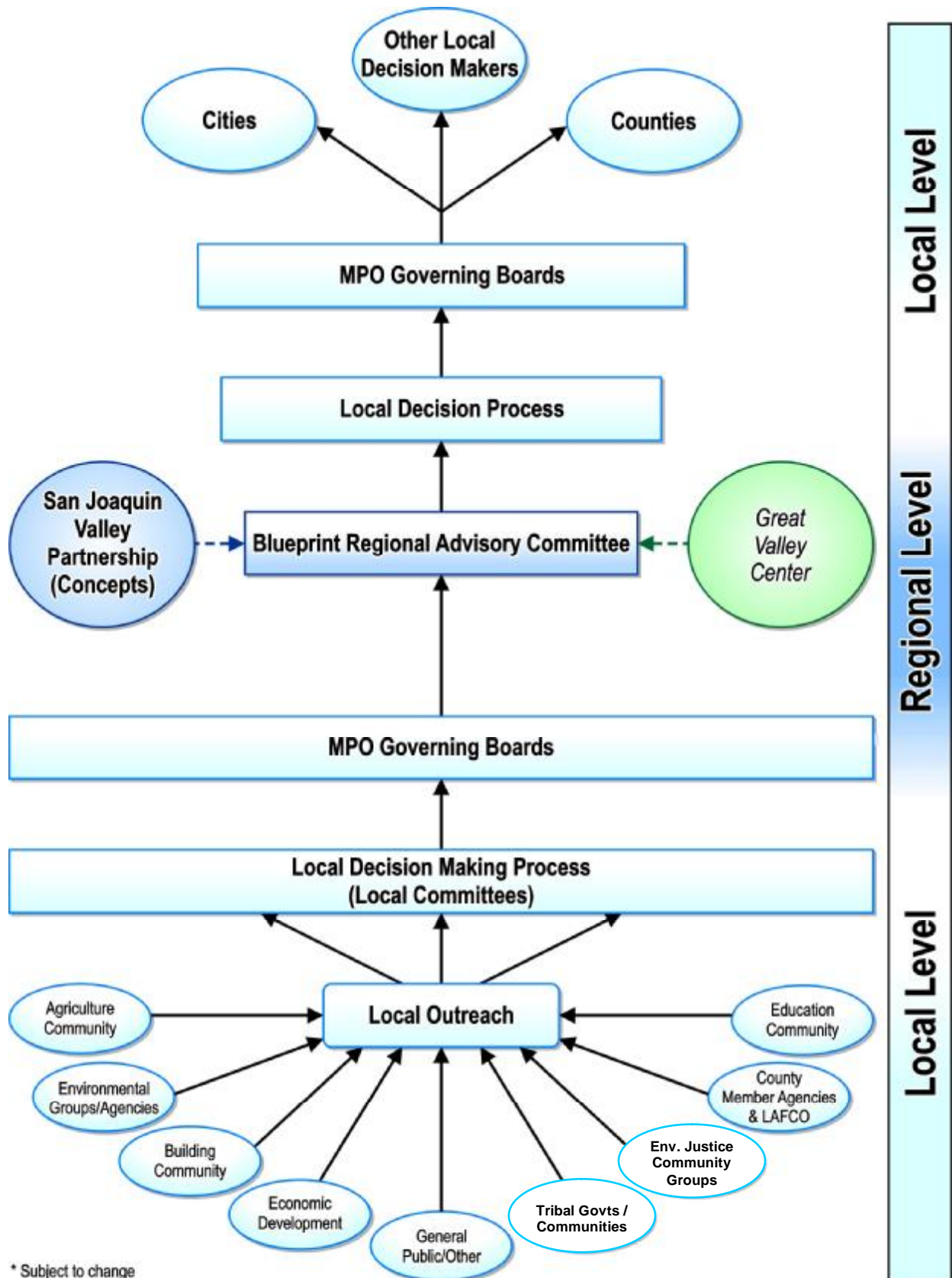
The impetus for the Regional Blueprint Planning Process came from the motivation to assess whether there are alternatives to current plans that would achieve a more balanced approach to population growth, resource preservation and enhancement of quality of life.

Using a bottom-up approach, the eight COGs will implement a vast outreach effort throughout the San Joaquin Valley region of 27,000 plus square miles. Taking the lead in facilitating a dialogue amongst the communities, cities, and counties, the eight SJV COGs will engage the public at the local level in a community visioning process. Acting in their role as a regional facilitator, the Great Valley Center, in cooperation with the COGs, will synthesize the results of the local Blueprint products and the regional macro strategies developed by the SJV Partnership. It is the intention that a preferred regional future growth scenario that is based on local community values and embraced by the local decision makers will emerge.

A San Joaquin Valley Regional Blueprint Advisory Committee (BRAC) will be convened with the purpose to make regional recommendations pertaining to the creation of the San Joaquin Valley Regional Blueprint Plan. BRAC's SJV 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.

***Graphic 1- Decision Making Diagram***



\* Subject to change

San Joaquin Valley Regional Blueprint

**PROJECT SCHEDULE**

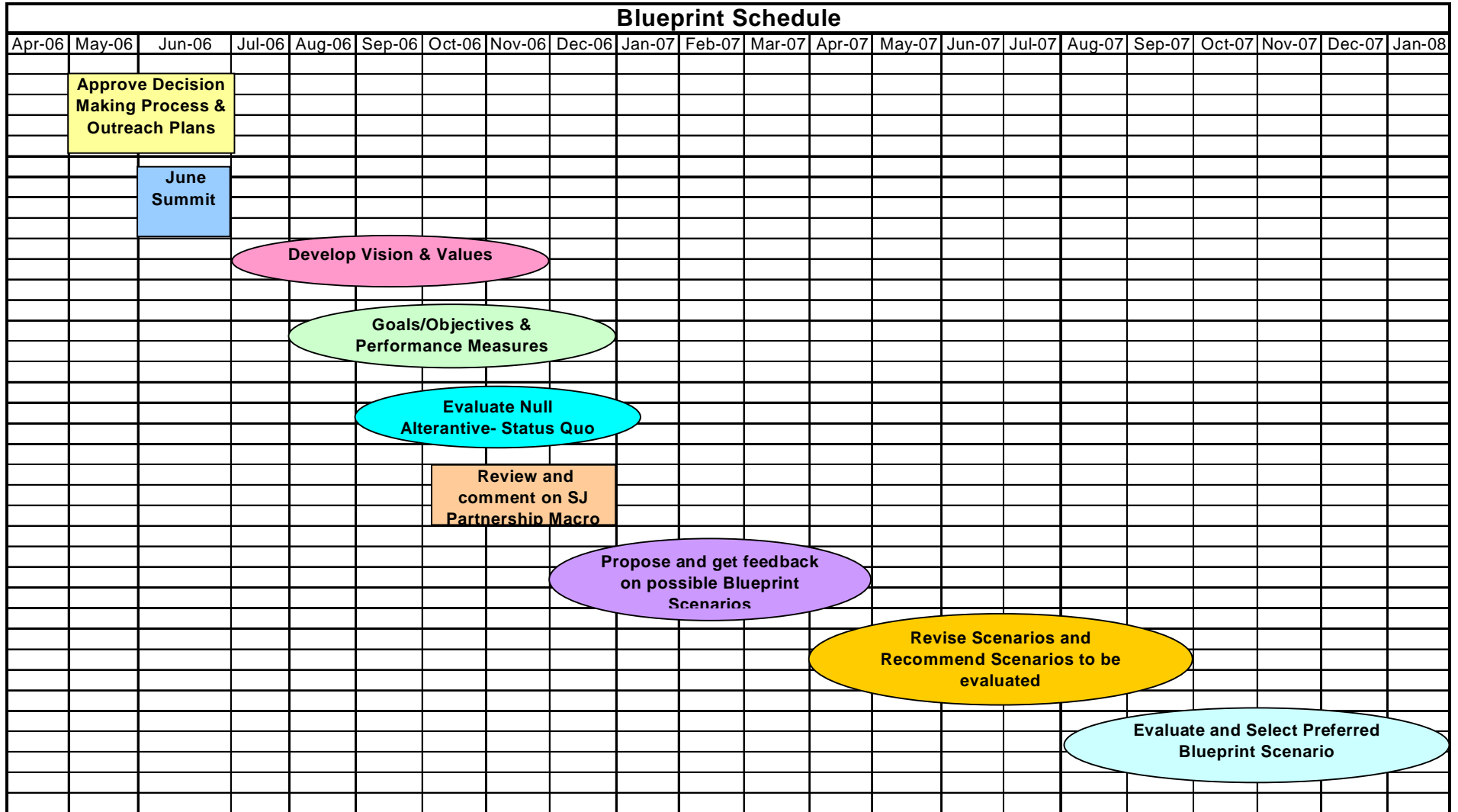
Table 1-Blueprint Schedule outlines the key public participation steps in the San Joaquin Regional Blueprint Planning Process.

Table 2-San Joaquin Valley Regional Blueprint Process Matrix illustrates the actions at the local level, the regional level and again at the local level for each step in the decision making process. The intent is that anything proposed by this planning process is ultimately 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 implementing the projects, programs or policies that are proposed.

Table 1 -Blueprint Schedule

Table 2 – San Joaquin Valley Regional Blueprint Process Matrix

***Table 1- Blueprint Schedule***



**Table 2 – San Joaquin Valley Regional Blueprint Process Matrix**

San Joaquin Valley Regional Blueprint Process Matrix												
		STEP 1	STEP 2	STEP 3	STEP 4	STEP 5	STEP 6	STEP 7	STEP 8	STEP 9		
ACTIONS	Lead Agency	Approve Decision Making / Problem Solving Process (DMPS)	Approve Outreach Plans	Vision Values Assessment	Goals & Objectives Determined	Performance Measures Determined	Evaluate "Status Quo"	Feasible Blueprint Scenarios	Revised Blueprint Scenarios (if needed)	Select Preferred Blueprint Scenario	San Joaquin Valley Regional Blueprint FINALE Summit (Jan. 2008 ?)	
Local Level	Local Outreach All PAFs (Potentially Affected Interests)	COGS	<p><i>Introduce Blueprint process and Motivate participants to do "something different" other than Status Quo</i></p>	Local Vision Values Workshop				Gather feedback on Local scenarios		Recommend Preferred Local (County) Scenario	<p><i>Present Preferred Scenario and Implementation at local, county, and regional levels</i></p>	
	Local Decision Making Process (Leading COG committees, Board, etc.)	COGS		Recommend Approval of DMPS to SJV COG Board	Recommend Individual County Blueprint Vision to SJV COG Board	Recommend Local Goals and Objectives	Recommend Local Performance Measures	Recommend Local Status Quo not acceptable	Review and Comment on SJV Partnership Regional Macro Strategies	Gather feedback on Local scenarios		Recommend REVISED Local Scenario
	MPO Governing Boards	COGS		Approve DMPS; Appoint Regional Advisory Committees (RAC) members	Approve Local Blueprint County Vision	Approve Local Goals and Objectives	Approve Local Performance Measures	Determine Local Status Quo not acceptable	Review and Comment on SJV Partnership Regional Macro Strategies	Gather feedback on Local scenarios		Approve EVALUATED REVISED Local scenarios
Regional Level	Blueprint Regional Advisory Committee (BRAC)	COGS		Recommend SJV Regional Blueprint Vision	Recommend SJV Regional Goals and Objectives	Recommend SJV Regional Performance Measures	Recommend SJV Regional Status Quo not acceptable	Review and Comment on SJV Partnership Regional Macro Strategies	Gather feedback on SJV Regional scenarios	Recommend SJV REVISED Regional scenarios to be evaluated	Recommend Preferred SJV Regional Scenario	
	San Joaquin Valley Air Pollution Control District Board (Air District)	COGS		Recommend SJV Regional Vision	Recommend SJV Regional Goals and Objectives	Recommend SJV Regional Performance Measures	Recommend SJV Regional Status Quo not acceptable	Review and Comment on SJV Partnership Regional Macro Strategies	Gather feedback on SJV Regional scenarios	Recommend REVISED Regional scenarios to be evaluated	Recommend Preferred SJV Regional Scenario	
Local Level	Local Decision Making Process (Leading COG committees, Board, etc.)	COGS		Recommend SJV Regional Vision	Recommend SJV Regional Goals and Objectives	Recommend SJV Regional Performance Measures					Recommend Preferred Local (County) & SJV Regional Scenario	
	MPO Governing Boards	COGS		Approve SJV Regional Vision & Recommend approval by locals	Approve SJV Regional Goals and Objectives	Approve SJV Regional Performance Measures					1) Approve Preferred Local (County); and 2) Approve SJV Regional Scenario; 3) Recommend and adoption of both by locals	
	Cities and County Endorsement	COGS		Endorse Local, County, SJV Regional Vision	Approve SJV Regional Goals and Objectives	Approve SJV Regional Performance Measures	Determine Local and SJV Regional Status Quo not acceptable	Review and Comment on SJV Partnership Regional Macro Strategies	Get feedback on Local and SJV Regional scenarios	Recommend SJV REVISED Regional scenarios to be evaluated	Adopt: 1) Preferred Local (County) Scenario; and 2) SJV Regional Scenario	

## **CITIZEN PARTICIPATION OUTREACH STEPS**

This Citizen Participation (CP) Plan is specifically written for use by the eight San Joaquin Valley Councils of Government (COGs) involved in the San Joaquin Valley Regional Blueprint Process.

To assist the eight SJV COGs in developing a Blueprint public outreach process, the Systematic Development of Informed Consent (SDIC) approach to developing a CP Plan has been 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.

### **Citizen Participation Outreach Steps:**

- Introduce the Blueprint planning process
- Engage potentially affected interests in the planning process
- Introduce the decision making process
- Identify the local and regional vision and values
- Determine the goals and objectives
- Determine the 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.

**Table 3- Outreach Tools**

Outreach Tools														
	Kick-off Summit	Materials to PAIs & Media	Use Existing Newsletters, Publications, Media	Creating & Using Project Web Site	Using other Agency Web Sites	Telephone, fax, e-mail	Multi-Language Materials	Use Existing Clubs, Civic Groups, and Organizations	Use Existing School Systems and Institutions	Use Existing Parallel Problem Solving Efforts (General Plan Update Processes)	Open a Channel with each PAI	Collect Data; Do a Survey	Conflict Mediation	Responsiveness Summary / Listening Log
<b>Categorized Participants</b>														
All Tiers	X	X	X	X		X					X	X	X	X
State & Local Elected Officials					X			X						
Appointed Local Governmental Officials								X		X				
Public Sector Planning & Redevelopment Staff								X		X				
Miscellaneous Public Sector Staff					X			X	X					
Justice Advocates/Community Groups Representatives					X			X						
General Public								X	X					
Firms, Businesses, Employers								X						
Environmental Advocates					X			X						
Non-governmental Policy Organizations					X			X						
Cultural Groups							X	X						
<u>Notes on Categories</u>														
"Appointed Governmental Officials" include representatives from LAFCO, Planning Commissions														
"Public Sector Planning and Redevelopment Staff" include planning or development staff from counties, cities, regional agencies														
"State and Local Officials" includes elected officials who represent cities, counties and the state														
"Miscellaneous Public Sector Staff" includes staff from all public entities excluding elected officials and planning staff														
"Justice Advocates/Community Group Representatives" includes reps. from social justice/advocacy groups/low income and other grassroots entities														
"General Public" includes individuals who do not identify with an particular affiliation or do not belong to any of the categories														
"Firms, Businesses, Employers" includes representatives from private sector entities														
"Environmental Advocates" includes representatives from various non-governmental and governmental environmental protection groups														
"Non-governmental Policy Organizations" include non-profit planning, transportation and policy organizations														
"Cultural Groups" include groups who speak English as a second language as well as Native Americans														

## OUTREACH BEST PRACTICES STRATEGIES

Public outreach for a regional planning project within the San Joaquin Valley should be designed based on a set of characteristics proven to be effective in reaching the greatest number of people, yet tailored to the unique demographic makeup of the region. Efforts should be taken to seek out those who are traditionally underrepresented including, but not limited to those who speak English as a second language, those with sensory impairment or other physical disability, the elderly, children, and low-income households. Broad citizen participation from the beginning of a process aids in building consensus. When the public is involved in shaping the vision for a plan, they are more likely to be supportive of the final results.

- **Multi-faceted:** Outreach shall make use of a large variety of communication methods (ie, media, meetings, internet, workshops, mail, etc). Multi-faceted methods also take into account the multiple levels of citizen participation.
- **Clearly define the Blueprint Planning Process:** Ask participants what regional planning policies they envision and what their expectations are of the SJV Blueprint process and products. Sort out the 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 SJV Blueprint Planning Process.
- **Integrated 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 citizen 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 making use of any one citizen participation technique. Determine whether the technique will fulfill the purpose for which the technique was chosen. Be sure to review a description of the citizen 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 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 in the development of the SJV Blueprint Plan and provide timely response to reasonable requests for information.

## CITIZEN PARTICIPATION STRATEGY FOR FRESNO COUNTY

### Use Existing Committees, Clubs and Organizations

Fresno COG proposes to engage existing committees, clubs and organizations in the Blueprint planning process. This would include, but not limited to:

- Fresno COG Committees
- Municipal Advisory Councils for the unincorporated communities
- Planning Commission for each of the cities and the County
- Service organizations such as Rotary, Kiwanis, etc.
- Chambers of Commerce organizations throughout the county
- Fresno Realtors
- Fresno Business Council
- Regional Jobs Initiative (RJI)
- Economic Development Corporation
- Building Industry Association
- Hispanic Chamber of Commerce
- Center for New Americans
- Cultural Arts organizations
- College & University groups
- School Districts
- Area Agency on Aging
- Boys and Girls Club
- Community Health
- Housing Authority
- Habitat for Humanity
- Faith Based Community
- Farm Bureau
- League of Women Voters
- Sierra Club, Tehipite Chapter
- Valley Taxpayers Coalition

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

The intent of this plan is 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*).

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

## **Blueprint Roundtable**

### **Committee Structure**

This plan proposes to establish a Blueprint Roundtable to serve as an advisory committee during this planning process. The committee will be comprised of eighteen (18) members and include five at-large seats, five professional planners (cities of Fresno and Clovis, County of Fresno, Eastside Cities, Westside cities) and one representative from each of the following fields:

- Chamber of Commerce/Business
- Economic development
- Development/Construction
- Goods movement
- Farming/Agri-business
- Education
- Housing Authority
- Environment/Resources

### **Selection of Committee Members**

Fresno COG will seek applicants to serve on the Blueprint Roundtable through the media and contact with private citizens and local governments. Each applicant will be required to complete an application and will meet with staff in an informal interview.

As vacancies occur, staff will recommend appointments to the Policy Board. The Policy Board will appoint voting members.

Ex-officio members will be identified by Fresno COG staff.

### **Committee Responsibilities**

The committee will review recent staff work, recommend actions to the Fresno COG Policy Board and provide staff with input on Blueprint planning issues.

### **Meeting Schedule**

Generally, the committee will meet once a month.

### **Fresno COG Website ([www.fresnocog.org](http://www.fresnocog.org))**

Fresno COG will maintain a Blueprint section on the Fresno COG website that will provide information about the Blueprint planning efforts. Regional information will also be available at [www.sjvalleyblueprint.com](http://www.sjvalleyblueprint.com). Information about the Blueprint Planning Process can be accessed through both website addresses.

The Fresno COG Website will be used to assist the public involvement process in the following ways:

- Provide access to on-line survey regarding the Blueprint planning 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, representatives of agency employees, other interested parties and segments of the community;
- Provide reasonable public access to technical and policy information used in the development of the Blueprint plans 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 plan.

### **COG Outlook Newsletter**

Fresno COG publishes a quarterly newsletter that provides information about significant transportation planning efforts. This newsletter 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, representatives of agency employees, other interested parties and segments of the community;
- Provide reasonable public access to technical and policy information used in the development of the Blueprint plans 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 plan

### **Distribution of Media Releases for Meetings and Events**

#### **Press Releases**

Fresno 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. COG will also follow guidelines for rural area media deadlines.

#### **Public Service Announcements (PSA)**

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

## **Television & Radio Stations**

Some local stations provide an excellent communication avenue for announcing upcoming events. Community Calendars, Public Service Announcements and public service interview shows are available at no cost. Where feasible, for large projects, Fresno COG will investigate the usefulness of this avenue for disseminating information to the public.

### **Direct Mailings, E-mailing and Faxing (especially in rural areas)**

For workshops and other public planning sessions, Fresno COG will distribute information directly to interested parties on existing mailing, e-mailing and fax lists and provide SJV Blueprint information to target lists from other agencies (e.g. Chambers of Commerce, Fresno Business Council, and San Joaquin Valley Air Pollution Control District). We will also ask stakeholders to include invitations in their local publications and communications.

These methods of distributing notices to the public 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, representatives of agency employees, other interested parties and segments of the community;
- Provide reasonable public access to technical and policy information used in the development of SJV Blueprint Plan 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 Plan.

### **Open and Public Meetings**

All Fresno COG meetings of the COG Policy Board, Policy Advisory Committee, Transportation Technical Committee, Social Service Transportation Advisory Committee, and Blueprint Roundtable will continue to be open to members of the general public.

### **Documentation of Responses to Comments**

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

### **Other Policies with Respect to Public Involvement**

Fresno 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 Fresno COG in terms of their effectiveness in assuring that the process provides full and open access to all citizens of Fresno County. When appropriate, this document will be updated or revised.

Metropolitan public involvement processes shall be coordinated with 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 citizen 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 Valley 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 Director's 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 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;
- 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 appointments for 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 COG’s, 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 Director's 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
- Chamber 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 Director's 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 Citizen Participation Plan Review**

Citizen 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\***

## 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](http://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?
- 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.
  - Ø 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
  - Ø The issue can be a fact, fear, fancy, concern, myth, perception, etc.
  - Ø Write the issue statement as if it is a newspaper headline
- Nominate some of the issues as KEY issues.
  - Ø 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
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 series 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.
  - 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.
  - Ø 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.
  - Ø Ensure that the little horizontal lines on all the different sheets align exactly
  - Ø Be very patient and get the alignments exact.

- 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.***
  - Ø 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.
  - Ø All the information on the worksheets that was written during the Needs Assessment should now be visible as the booklet is opened.
  - Ø 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.
  - Ø 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”
  - Ø 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.
  - Ø 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:
  - Ø Resources to implement – mark yes with an “X”
  - Ø Skills to implement – mark yes with an “X”
  - Ø 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.
  - Ø Ensure that the little horizontal lines on Worksheet “B” align exactly with the horizontal lines on the worksheets.
  - Ø Be very patient and get the alignments exact.
- Place transparent tape across the right-hand margin on the newly lined-up worksheet “B”.
  - Ø The booklet now has, as its cover, the CP-Techniques list from the CP-Objectives/ CP-Techniques Matrix.
- Write the following on Worksheet “B”

- Ø Project Name
  - Ø Today's date
  - Ø Name of Project Manager
  - Ø Name of Team Members participating in the Needs Assessment
  - Ø “**High Priority**” or “**Low Priority**” on the respective booklets
- From this point forward the **High Priority** stack will be used to design each TPA's tailor-made Citizen Participation Program.
  - Close the **High Priority** booklet.
    - Ø This is a partial Objective/Techniques Matrix created by worksheet “B” and the individual bullet-columns from each of the **High Priority** worksheets.
    - Ø That portion of the overall Objectives/Techniques Matrix that's relevant to each individual county's High Priority Citizen Participation Needs.
  - Highlight CP Techniques
    - Ø Starting on the left with the area of pluses and minuses, extending through the technique name and over to the dots.
    - Ø Select those that have a good bit of black across the rows, i.e. more black than white
    - Ø Add those techniques that you absolutely have to use, whether you want to or not.
    - Ø 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.
    - Ø These are the techniques that should be given at least some consideration when designing the CP-Plan.
    - Ø The collection of highlighted CP-Techniques is a pre-selection of the possible techniques that may be available. *The collection is very preliminary*
    - Ø 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.
    - Ø 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.
  - Ø Look beyond the bullets. They are only crude indicators of strengths and weaknesses
  - Ø 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
  - Ø 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.
  - Ø If the strong CP Techniques is based on meetings, ensure that an additional techniques involves, for example, written communications, or vise versa
  - Ø 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.
  - Ø Eliminate CP Techniques that only duplicate the contribution of other techniques
  - Ø 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.
  - Ø 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.
  - Ø Look at those two or three CP Needs that the team identified as the specific goals on that particular worksheet
  - Ø In the forth column titled “CP Techniques/Tools (CP Actions)” of the respective CP Needs – enter one or several CP Techniques
  - Ø 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 4<sup>th</sup> 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 forth 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:
  - Ø It can be delegated to someone
  - Ø An estimate of how many person-hours of work it requires can be determined
  - Ø It is clear over how many calendar-days or months the CP Task should be spread out
  - Ø Any product that will be produced as a result of completing this specific task is clearly shown
  - Ø 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.
  - Ø It become clear who should or can carry out the CP Taks or at least what a person's skills and qualifications need to be to successfully carry out the CP Task in question
  - Ø 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.
  - Ø 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
  - Ø 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
  - Ø A single CP 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:
  - Ø Coaching on your behalf
  - Ø Providing a workshop or a short in-house training session that you have designed for each of the crucial CP Tasks
  - Ø Assigning readings
  - Ø Sending the individual to the appropriate community college, educational institution for workshops on the subject.
  - Ø 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.
  - Ø 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

- Ø 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:
  - Ø Personal interview in the office
  - Ø Group discussion sessions
  - Ø Written statements
  - Ø 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.
  - Ø Periodically, step back from it all and check to see if the CP Program is returning the contribution for which it was designed.
  - Ø Are the specific Techniques creating Informed Consent?
  - Ø 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.