

EXHIBIT A

Guidelines for public involvement in City of Portland Bureau Budget Advisory Committees (BACs)

September 26, 2012

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These guidelines were developed by the City's Public Involvement Advisory Council (PIAC). Thanks to the following community volunteers and City staff who actively assisted in the development and implementation of these guidelines:

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Executive Summary

The goal of these guidelines is to foster a culture within City bureaus to produce well designed public involvement strategies in their budget advisory committees (BACs) that will allow for:

- Accessible and meaningful engagement opportunities, especially for those communities which have historically been underrepresented
- Early community education and engagement
- Recruitment of diverse membership and orientation of new BAC members
- Adequate time and opportunities for deliberation and community feedback
- Community involvement in the evaluation of BAC processes
- Development of budget decisions that better reflect community priorities

There are seven guidelines that are proposed as requirements for City bureaus on the following topics:

1. Community and labor representation
2. Creation of bureau BAC budget process websites
3. Maintenance of contact information lists
4. ADA and Limited English Proficiency accessibility
5. Handouts and presentation materials available to public
6. Public comment allowed at all meetings
7. Minority budget reports

There are three additional projects that the PIAC recommends take place to support higher quality public involvement in the City's BAC process:

- A. PIAC to develop a BAC best practices checklist
- B. Building capacity of historically underrepresented communities
- C. Lessons learned: Debrief after completion of budget cycle

We appreciate the efforts of numerous bureaus that have implemented creative public engagement best practices from which we have learned. However, improvement across the City is still needed. Other than the requirement that all 26 City bureaus maintain a BAC there are no consistent standards for how they are structured and organized.

Mayor Sam Adams has requested that these guidelines be presented as a binding resolution for City Council approval directing the Office of Management and Finance (OMF) to implement them as part of its directions to city bureaus for their annual budget process.

The Public Involvement Advisory Council (PIAC) looks forward to working with the Office of Management and Finance and supporting City bureau efforts in implementing these guidelines.

Guidelines

These seven guidelines are proposed to be mandatory for all city bureaus to implement as part of their ongoing budget development/BAC process.

1. Community and labor representation

Bureaus must establish a minimum of 50% community representation (non-City employees) on Budget Advisory Committees.

A minimum of two BAC members shall be City employees: one a labor represented City employee; another a non-represented, non-management employee. At the discretion of labor represented employees, union representatives may represent respective bureau employees.

Bureaus shall recruit a diverse representation of BAC members from a reasonably broad spectrum reflective of the community served, including, but not limited to, the following factors: areas of expertise, advocacy experience, community involvement, profession, education and/or, economic status. In addition, each bureau's BAC should reflect the City's diverse population including race, ethnicity, disability, gender, gender identity, sexual orientation, national origin, age, religion and/or, geographic identification.

Recognizing the uniqueness of many City bureaus, exceptions to these rules shall be at the discretion of the Commissioner in Charge of the bureau. Such exceptions and a rationale for the exemption shall be stated on the bureau's BAC website. Bureaus will have four years from Council adoption to build the capacity to meet these expectations.

2. Creation of bureau BAC budget process websites

OMF maintains a community budget web site with links to each bureau. OMF shall send staff contact information for the website to bureaus each year. It is the responsibility of BAC staff to make sure OMF has the correct link to their bureau budget page. Budget information including, but not limited to, the following is to be maintained on each bureau's budget webpage:

- Link back to OMF Community Budget page
- Information about BAC meetings, including dates, times, and locations
- Meeting notices, agendas and minutes to be posted in a timely manner
- Post significant materials provided to BAC members in advance of meetings or within a reasonable period of time afterwards
- Membership of the committee
- Contact info for staff coordinator of BAC
- Opportunities for participation including:

1. How to become a BAC member, including the application process or way to express interest in being a BAC member
2. Expectations of BAC members, including role of members and time commitment
3. How to provide public comment
- Post significant budget documents and link to bureau budgets posted on OMF's community budget page. Information should include, but not limited to:
 1. Previous year's adopted budget
 2. Requested budget and supporting documents
 3. Mayor's proposed budget
 4. Presentations to Council, if any
 5. Minority report(s), if any

3. Maintenance of contact information lists

Bureaus need to maintain a contact list where community members may sign-up to receive budget related information, such as meeting notices and cancellations, handouts and updates.

4. ADA and Limited English Proficiency accessibility

Bureaus shall adequately fund accessibility services upon request for their BAC budget processes in order to fully comply with U.S. Title II of the Americans with Disabilities Act and Title VI of the Civil Rights Act.

To ensure equal access, bureaus will reasonably modify policies and procedures and provide auxiliary aids/services to persons with disabilities. Bureaus will also provide reasonable interpretation and translation language services. These services shall include, but not be limited to, vital documents and/or meeting interpretation.

All bureaus are required to provide notices of availability of these free language assistance and auxiliary aids/services in their outreach materials for their budget development process.

5. Handouts and presentation materials available to public

BAC meetings are public meetings. As such, any member of the public has the right to view documents provided to members at BAC meetings.

Handouts and presentation materials made available to BAC members shall be accessible to the public attending the meeting.

Pre-decision documents should be clearly labeled as "DRAFT." Draft documents are still public documents.

6. Public comment allowed at all meetings

Require a public comment period at BAC meetings, if public input is not otherwise allowed throughout meeting. Bureaus may establish a time limit for public comment. Written comments shall be allowed and reflected in summary notes.

7. Minority budget reports

Two or more BAC members have the opportunity to jointly write a minority report. The report will be included with the bureau's requested budget submission.

To support these guidelines, there are three additional projects that the PIAC recommends take place to support higher quality public involvement in the City's BAC process:

A. PIAC to develop a BAC best practices checklist

PIAC will develop a best practices checklist to help BAC staff coordinators with improving public involvement efforts. Topics to cover include:

- PIAC public participation policy
- Orientation – Why this checklist was developed (i.e. saves money, time, helps identify budget issues)
- Recommended BAC calendar, establishing realistic timelines
- Composition of BAC membership
- Outreach and recruitment techniques
- Developing and managing an interested stakeholders contact info database
- How to integrate equity in developing a bureau budget
- Typical documents to prepare
- How to present complex budget data to the public
- Public meeting law
- Orientation for BAC members
- Scheduling and planning room logistics
- Accommodation needs
- Meeting notification techniques
- Creating a welcoming meeting environment
- Meeting facilitation techniques

- Community and stakeholder survey techniques
- Feedback loop, Bureaus and BAC members informing public and constituent groups what decisions were made
- Evaluation

B. Building capacity of historically underrepresented communities

This project would be implemented collaboratively by the Office of Management and Finance (OMF), Office of Neighborhood Involvement (ONI) and PIAC as part of the ongoing City budget development process, subject to approval of funding.

ONI and PIAC will advocate in future City budget processes for a minimum of \$25,000 in funding for public involvement in the City's budget development processes to be distributed through existing grant agreements with Diversity and Civic Leadership program and other underrepresented community partner organizations funded through the Office of Neighborhood Involvement.

Grantees would be held accountable to use funds for the express purpose of designing and implementing culturally specific strategies for engaging their constituencies in the City's budget development process coordinated with the Office of Management and Finance. Funds could be used for town halls for public education and input, Budget 101 and 201 trainings, and/or dialogues with specific bureaus about their budgets. Expenses could include staff time, printing, facility rental, food, participation incentives, childcare, ADA accessibility, bus passes, and/or language interpretation or translation. Grantees will be required to provide performance reports.

C. Lessons learned: Debrief after completion of budget cycle

Establish a partnership between the Office of Management and Finance, Office of Neighborhood Involvement, PIAC, and all BAC bureau staff liaisons to hold a community stakeholder meeting made up of historically underrepresented communities (primarily disability, low-income, lesbian, gay, bi, trans and questioning (LGBTQ), seniors, youth, communities of color, immigrants and refugees), neighborhood and business association representatives that would meet once after the completion of the spring budget cycle with the following charge to provide advice: a) to OMF on improving equitable engagement of these communities in the city budget process, b) to OMF on developing evaluation tools for measuring the effectiveness of public involvement for citywide budget process and individual bureau BACs, and c) to individual City bureaus for developing equitable community engagement in their budget process.

Benchmarks and Results

How do we know we're making progress and why try this?

Suggested benchmarks and results are provided to help guide the City's efforts to determine in future years whether we are meeting the goals of these guidelines. These principles reflect the City's adopted public involvement principles (see p. 12).

Guideline or Project	City's PI Principles <i>See page 12</i>	Benchmarks - How do we know we're making progress toward the recommendation?	Results - Why is it worth trying to meet this recommendation?
#1 - Community and Labor Representation	<ul style="list-style-type: none"> • Partnership • Early Involvement • Inclusiveness and Equity 	<ul style="list-style-type: none"> • All BACs have 50% representation of community members (non-City staff) 	<ul style="list-style-type: none"> • Community identified priorities are better reflected in City budget priorities
#2 – Creation of bureau BAC budget process websites	<ul style="list-style-type: none"> • Transparency • Early Involvement 	<ul style="list-style-type: none"> • All bureaus have budget websites with easily accessible content as listed in the recommendation 	<ul style="list-style-type: none"> • Public can easily access and comprehend bureau budget data and submitted budget recommendations
#3 - Maintenance of contact information lists	<ul style="list-style-type: none"> • Transparency • Early Involvement 	<ul style="list-style-type: none"> • All bureaus report they are maintaining and utilizing a contact database for budget process notifications 	<ul style="list-style-type: none"> • Public receives early and consistent notifications opportunities to participate in bureau budget processes
#4 - ADA and Limited English Proficiency accessibility	<ul style="list-style-type: none"> • Inclusiveness and Equity • Transparency 	<ul style="list-style-type: none"> • All bureau BAC public involvement notices include information on how to access special needs services • All bureaus have identified a budget line item to fund such requests 	<ul style="list-style-type: none"> • People with disabilities and/or for whom English is a second language will no longer face barriers to participation
#5 - Handouts and presentation materials available to public	<ul style="list-style-type: none"> • Transparency • Accountability 	<ul style="list-style-type: none"> • All bureaus have copies of documents provided to BAC members also made available to general public attending meetings 	<ul style="list-style-type: none"> • City bureaus follow State public records law. Budget documents need to be made accessible even when considered sensitive.

Recommendation	City's PI Principles	Benchmarks - How do we know we're making progress toward the recommendation?	Results - Why is it worth trying to meet this recommendation?
#6 - Public comment allowed at all meetings	<ul style="list-style-type: none"> Partnership 	<ul style="list-style-type: none"> All city bureaus regularly provide time on BAC meeting agendas for public comment and note submission of such comments on meetings minutes 	<ul style="list-style-type: none"> Public comment periods provide timely input that can inform BAC members in the development of budget recommendations
#7 - Minority budget reports	<ul style="list-style-type: none"> Partnership Transparency Inclusiveness and Equity 	<ul style="list-style-type: none"> All city bureaus will include any submitted minority reports in their submitted budget recommendation 	<ul style="list-style-type: none"> Minority opinions can provide alternative viewpoints that might otherwise be overlooked by Council and public
A – PIAC to develop a BAC best practices checklist	<ul style="list-style-type: none"> Good quality process design and implementation 	<ul style="list-style-type: none"> PIAC completes a checklist and organizes outreach and training for staff on how to use it PIAC receives feedback that City staff are utilizing the checklist 	<ul style="list-style-type: none"> Providing easy to use how-to checklists can contribute to improvements in the City's public engagement strategies for its budget development process
B – Building capacity of historically under-engaged communities	<ul style="list-style-type: none"> Partnership Building relationships and community capacity Inclusiveness and Equity 	<ul style="list-style-type: none"> Increased community participation, including historically underrepresented communities, in budget process Creation of replicable culturally appropriate outreach strategies 	<ul style="list-style-type: none"> Community priorities of historically underrepresented communities are more equitably represented in city budget priorities
C – Lessons learned: Debrief after completion of budget cycle	<ul style="list-style-type: none"> Good quality process design and implementation Accountability 	<ul style="list-style-type: none"> Annual community debrief meetings are held by the Office of Management and Finance after each budget cycle. 	<ul style="list-style-type: none"> Community driven evaluation can contribute to improvements in the City's public engagement strategies and more equitable budget decisions

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Frequently Asked Questions

What is the PIAC?

The City Council created the Public Involvement Advisory Council (PIAC) in 2008 at the urging of both community members and City bureaus. City Council charged the PIAC with improving the quality and consistency of public involvement across City government and with creating citywide guidelines for how City government engages with the public on the decisions that impact them.

The PIAC is made up of 34 members who represent 15 City bureaus and 18 community organizations and together represent a wide range of Portland's diversity. Members work together to develop proposals for City Council's consideration and approval. The PIAC also works to support successful implementation of approved proposals.

Through the creation and implementation of systems designed to increase community impact on public decisions, the PIAC is creating effective guidelines and policy allowing Portland truly representative, responsive and accountable government.

What directives currently exist?

In 2008 Mayor Sam Adams directed all City bureaus to form a Budget Advisory Committee (BAC) in the development of their budget recommendations. However no minimum requirements or standardized best practices for involving the public have been provided to bureaus. PIAC members have been working to develop a set of guidelines for this purpose.

How we chose this topic to work on?

In September 2009, the PIAC Process group held a focus group with the Office of Neighborhood Involvement Budget Advisory Committee members regarding what they would like to see improved in the City's budget process. Participants identified the bureau level of the City's budget process as the area they would like to see the most improvement on in regards to consistency across bureaus in use of best practices.

Concurrently, PIAC members representing City bureaus and community members identified the bureau level of the City's budget process as the area they would like to focus on.

How did we create these guidelines?

In 2010, the group observed, researched and evaluated existing budget participation efforts, at the bureau and citywide level.

The PIAC conducted an in-depth evaluation and review of City bureaus' BAC process. The PIAC observed the past years bureau budget processes closely, conducted interviews with staff and community members and evaluated budget materials in order to create guidelines that would improve future processes.

The PIAC Process group developed five evaluation tools to evaluate the 2010-2011 budget process. Observations were collected for the purpose of developing best practices for future budget cycles.

Members of the PIAC met with each of the City Commissioners and/or staff representatives this past winter and spring to review and get their feedback. Finally, a meeting was held June 2012 with 21 BAC coordinators and City Council staff representing 16 City bureaus to also review and get their feedback.

Who will be responsible for carrying them out?

Guidelines one through seven will be mandatory for all bureaus to implement. Project A will be developed by PIAC. Projects B and C will be implemented collaboratively by the Office of Management and Finance, Office of Neighborhood Involvement, and the Public Involvement Advisory Council (PIAC). Project B is subject to Council approval of funding in future budget cycles.

How will PIAC support implementation of these guidelines?

The PIAC will work closely with the Office of Management and Finance to develop a training, best practices "how-to" checklist with suggestions bureaus can use as a resource to support their implementation.

What is the financial impact?

Implementation of these guidelines will necessitate City bureaus investing staff time and/or resources towards the design and implementation of public involvement strategies related to their budget development processes.

Depending on whether or not a bureau already follows the above best practices financial impacts on a bureau may or may not result in additional staff duties associated with:

- Recruitment and orientation of BAC members

- Design and maintenance of budget website
- Maintenance of contact lists for interested stakeholders
- Development of materials and organizing orientation for BAC members

Financial impacts may or may not be related to additional resources for:

- Responding to requests for ADA and/or limited English proficiency accommodations including, but not limited to translation of printed materials and/or interpretation of meetings
- Photocopying costs for additional meeting handouts

Financial impacts on OMF and/or ONI will be related to:

- Managing additional funds, if later approved, of \$25,000 for grants to historically underrepresented community organizations to develop culturally appropriate engagement efforts
- OMF role to organize an annual debrief of community stakeholders to evaluate and suggest improvements to the city's public engagement in its budget process
- OMF and ONI role to train and answer questions of BAC staff coordinators regarding implementing these guidelines
- ONI role to assist the PIAC in developing a best practices checklist

What is the status of implementation?

Upon approval by City Council the PIAC will organize a workshop in Fall/Winter 2012 for bureau coordinators of their respective BACs to review and answer questions about implementing these guidelines. PIAC will develop a best practices checklist to assist BAC coordinators with public involvement efforts. When appropriate ONI and PIAC will advocate for funding Project B to build capacity of historically under-engaged communities. In two years PIAC will assess the need to evaluate implementation efforts.

For more information contact:

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City of Portland Public Involvement Principles

The City of Portland Principles of Public Involvement were developed by the Public Involvement Advisory Council and adopted by City Council on August 4, 2010.

- ❖ **Partnership** Community members have a right to be involved in decisions that affect them. Participants can influence decision making and receive feedback on how their input was used. The public has the opportunity to recommend projects and issues for government consideration.
- ❖ **Early Involvement** Public involvement is an early and integral part of issue and opportunity identification, concept development, design, and implementation of city policies, programs, and projects.
- ❖ **Building Relationships and Community Capacity** Public involvement processes invest in and develop long term, collaborative working relationships and learning opportunities with community partners and stakeholders.
- ❖ **Inclusiveness and Equity** Public dialogue and decision making processes identify, reach out to, and encourage participation of the community in its full diversity. Processes respect a range of values and interests and the knowledge of those involved. Historically excluded individuals and groups are included authentically in processes, activities, and decision and policy making. Impacts, including costs and benefits, are identified and distributed fairly.
- ❖ **Good Quality Process Design and Implementation** Public involvement processes and techniques are well designed to appropriately fit the scope, character, and impact of a policy or project. Processes adapt to changing needs and issues as they move forward.
- ❖ **Transparency** Public decision making processes are accessible, open, honest, and understandable. Members of the public receive the information they need, and with enough lead time, to participate effectively.
- ❖ **Accountability** City leaders and staff are accountable for ensuring meaningful public involvement in the work of city government.