

PUBLIC PARTICIPATION MANUAL

For Park Planning

**DEPARTMENT OF PARKS AND RECREATION
CITY OF RALEIGH, NORTH CAROLINA**

May 14, 2012

Introduction

The purpose of Raleigh Parks and Recreation Department is to actively encourage, provide, promote, and protect quality leisure, recreation and cultural opportunities, facilities and environments that are essential for the enhancement of the lives of the citizens of Raleigh and surrounding municipalities.

Preamble

The ultimate goal of the following three documents is to ensure an effective and efficient process that fairly and equitably maximizes citizen input and support for the planning and development of the City of Raleigh's park system.

The Public Participation **Guidelines** for Park Planning presents and describes best practice formats, methods, and techniques for the Raleigh Parks and Recreation Department and Raleigh citizens to work in concert to plan, design, and develop park lands, greenways and recreation facilities.

The Guidelines form the basis for Raleigh's Public Participation **Policy** for Park Planning, which outlines eleven principles of public participation, the responsible parties for the actions associated with public participation in park planning activities, and the Raleigh City Council's policy statement for citizen involvement in park planning.

The Parks and Recreation Public Participation **Manual** for Park Planning establishes procedures for the Parks and Recreation Department to reach a Council-adopted Master Plan, Master Plan Amendment, Revised Master Plan, and System Integration Plan for undeveloped parks. It is a step-by-step manual to assist staff in any effort to inform, consult with, involve and collaborate with the public in park planning and development efforts.

1.0 Purpose

The purpose of this document is to establish procedures for the Department of Parks and Recreation to reach a Council-adopted Master Plan, Master Plan Amendment or Master Plan Revision for undeveloped or partially developed Parks and Recreation Department (the Department) sites. This document also applies to the System Integration Plan process and all processes intended to inform, involve, consult and collaborate with the public in park planning and development efforts. The ultimate goal is to ensure an effective and efficient process to fairly and equitably maximize citizen input in and support for the planning and development of Raleigh's park system.

2.0 Roles and Organizations

The roles of the Departments, Divisions, and partner agencies and organizations will be clearly defined for each individual planning effort at the beginning. These roles will be communicated by project management staff to citizens, officials, and agencies as part of initial communication and process design. Roles and organizations are identified but not limited to the following:

- 2.1 Leadership. The Design Development (DD) Division is the lead Division in most Department planning efforts and will be viewed by the public as the organizer or convener of the process to address planning and development efforts. The DD Division will involve other Divisions as appropriate. For instance, specific programs (Arts, Special Populations, etc.) in the Recreation Division may be called on to provide subject-matter expertise, data interpretation and advice; the Facilities and Operations Division may be consulted in building trades issues (irrigation and mechanical systems, etc.). In some cases other Divisions will take the lead in a park project; the Guidelines, Policy and direction of the Planning Staff Manual provides the intent and steps for public participation. The DD staff should be consulted in these efforts.
- 2.2 City Resources. The DD Division shall establish an internal City of Raleigh resource team as a first step to ensure different program, facility and operation disciplines are represented. Team members should remain constant throughout any planning, design, and construction process. For a master plan action or planning that involves brick and mortar facilities a Design Resource Team (DRT) should be organized that represents the full spectrum of possible Department responsibilities. For System Integration Plans and management of natural resource based park lands a Natural Resource Team (NRT) with appropriate expertise should be formed. An NRT should include site managers and maintenance interests as well, and

may be consulted on a long-term basis. Intra-departmental representation will be sought when appropriate to ensure all City of Raleigh interests are considered. For example, the Department of City Planning, Public Utilities, different Public Works Department Divisions, etc. frequently provide subject-matter expertise and insight.

- 2.3 Development Resources. City of Raleigh Development Services will be consulted to provide input to ensure compatibility and consistency with development code and practice. All DD Division staff should be alert for land development and building code impacts that may affect park, recreation and greenway interests. Project managers in DD should develop contacts in the City's Development Services Division in the geographic areas of individual projects.
- 2.4 Outside Resources. Other organizations and agencies outside the City of Raleigh shall be consulted and invited to provide input and comment as appropriate. In order to identify outside resources the DD staff should conduct both an initial Situation Assessment and a Stakeholder Matrix and maintain both instruments for each project. Details for these tools are found in the Guidelines. These may become the responsibility of a consultant, but will be an integral component of process design, implementation, and evaluation. Both government and non-government organizations may need to be involved in a planning action either for the entire project or perhaps only in a review-and-approval function. For example, the NC Wildlife Commission, the State Office of Archeology, Wake Audubon, etc. offer oversight and advice when requested. Non-profit groups with subject matter interest can be a valuable source of information and support when their involvement is sought.
- 2.5 Role of Consultants. Consultants will generally be solicited to perform many tasks and services within the Master Planning process. These include administrative tasks such as mailing notices, recording and distributing meeting summaries, drafting documents and reports, and making presentations. In some cases consultants will be responsible for conducting situation assessments, designing draft processes for approval by the City, facilitating meetings, making professional recommendations, etc. The selection of a consultant for Master Plan actions shall follow Standard Operating Procedure 502-4 Retention of Professional and Other Services. Demonstrated experience in public planning process design and facilitation will be considered; the selected consultant should provide guidance in process design. The DD Division Administrator should be consulted in all consultant solicitation efforts.

- 2.6 Role of Facilitator. A meeting Facilitator may be a staff person or an outside consultant. In either case the individual serving in this capacity should have formal training for this role, and should serve only this role in a meeting situation. For instance, recruiting a scribe to record notes, small group helpers to work leading groups as part of a larger meeting, etc. will allow the Facilitator to assume the leadership position and remain neutral. The roles and responsibilities of a Facilitator include:
- Facilitating meetings in a manner consistent with interest-based negotiations and this charter;
 - Handling meeting logistics;
 - Keeping meeting attendance records of all Committee Members;
 - Helping the Committee stay on task and on process;
 - Protecting participants (committee members and the public) and their ideas from attack, while ensuring that provocative issues are not avoided, but are discussed in a candid and respectful manner;
 - Helping Committee Members to concisely describe their interests;
 - Helping Committee Members find innovative and workable solutions;
 - Helping Committee Members reach agreement;
 - Providing for equitable participation by all Committee Members;
 - Working, both at and between meetings, with Committee Members to assist in the free exchange of ideas between the Members and to resolve any impasses that may arise;
 - Periodically surveying a sampling of Committee Members to assess fairness, meaningfulness, and efficiency of the process;
 - Maintaining a list of significant topics on which the Committee(s) have reached consensus or have failed to reach consensus; and depending on the project, acting as contact point and spokesperson for the stakeholder process and its progress (except when otherwise agreed to by the Committees) for the public and the media. In conjunction with departmental staff's outreach and media efforts, the facilitator will help keep the public informed about the progress of project.

- 2.7 General Public. The citizen's role is to represent and communicate not only their individual and/or household interests but to listen and learn of other citizen, agency, and organization interests. It is essential that the citizen know when, where and how they need to be involved in planning processes. The DD staff (or staff of other Divisions, if appropriate) is responsible for informing and facilitating citizen participation. It is the staff responsibility to provide the citizen the opportunity to participate early in the process, seek information, ask questions, and remain informed. The intent is to ensure that process outcomes represent the broad, comprehensive considerations of all interested stakeholders.

Specific tasks to accomplish effective citizen involvement are outlined in 7.0 Procedures, but in general any planning action should be publicized through established civic and neighborhood organizations whenever possible. This includes the network of City of Raleigh Citizen Advisory Councils (CAC), Home Owner Associations (HOA), and public meeting announcements through the City's Public Affairs (PA) Office. The PA Office provides legal notice of public meetings to media contacts, boards and commissions, and elected officials.

- 2.8 Citizen Representation. The degree to which citizen representation is formalized depends on the format of public participation for each individual project. The DD Division is responsible for conducting an initial Situation Assessment and Stakeholder Matrix (or overseeing a consultant effort) and using these tools to recommend a pathway for public participation. These tools and pathways are outlined in detail in the Guidelines. Depending on the pathway for public participation, individual situations, and the scope of a project different public involvement formats will suggest whether open houses, general public meetings, or a form of committee with formal membership is appropriate. Section 7.0 provides guidance on soliciting prospective participants for a Planning Committee, which can be labeled Public Leadership Group, a standing committee or an ad-hoc group drawing from another formal organization such as the Parks, Recreation and Greenway Advisory Board (PRGAB), the Raleigh Historic District Commission, etc. The use of a consensus-based decision process warrants careful consideration of stakeholder representation and committee membership. The roles, required resources, responsibilities and commitment for this citizen planning committee representation should be clearly outlined for all parties prior to the beginning of a planning process. For example, each citizen planning committee should operate under a charter either as part of its charge from the authorizing body (Council, the PRGAB) or established as part of its membership's agreement. A sample Charter is included in the Guidelines but each planning context warrants a context-specific charter at the beginning of a planning action.
- 2.9 Roles and Responsibilities. Roles and Responsibilities, as outlined in Section 2.0 above and the Public Participation Policy for Park Planning referenced above in Section 3.2 will be administered as appropriate by the Parks and Recreation Director. Deviations will be at the direction of City Council.

3.0 References for Consistency and Guidance

A number of previous documents and studies contribute to and specifically supplement this Park and Recreation Public Participation Staff Manual. The 2011 documents below, and any subsequent updates or revisions should be consulted by staff for specific methods, techniques, formats and principles to implement effective public participation in park planning actions. The City of Raleigh master planning Resolution (2003) 735, which these documents replace, served as a guide to this Manual and the additional references below.

- 3.1 Smutko, S., Addor, M. Smith, C. 2009. *Involving the Public in Park Planning: An Evaluation of the City of Raleigh's Park Master Planning Process*. This evaluation contains specific recommendations for two processes, the Resolution (Master Plan Committee) and Community Meeting Process.
- 3.2 Smutko, S, 2011. *Public Participation Policy for Park Planning*.
- 3.3 Smutko, S., Addor, M. 2011. *Public Participation Guidelines for Park Planning, Department of Parks and Recreation, City of Raleigh*.
- 3.4 Perrin, C., Addor, M.L., & Smutko, S. 2011. *Getting Involved in Raleigh Park Planning – Participation Sheets*.
- 3.5 Glossary of Terms: The terms used and defined in the Public Participation Policy are included in all documents as an Appendix for consistency and ease of use.

4.0 General Guidelines for Park Planning and Development Processes

All park sites should have a Master Plan that is achieved by the use of Public Participation Best Practices as outlined in the documents in Section 3.0 References and in this document. Small, limited sites such as a playground or mini-park should be guided by a development or redevelopment plan process that mirrors Public Participation Best Practices commensurate with the scope and scale of the project. For example, the renovation of a playground should involve the immediate neighborhood and local CAC in planning and possibly installing the equipment.

- 4.1 Master Plan. A Master Plan is required when development for public use is considered for any undeveloped park property. This does not include basic improvements necessary for maintenance and/or management practices required by codes, regulations or public safety. Funding for Master Plans will be included in the Capital Improvement Program (CIP) which is subject to public input as part of the City of Raleigh annual

budget process.

- 4.2 Revised Master Plan. A Revised Master Plan is needed when an adopted Master Plan is older than 15 years; is deemed no longer current by general agreement of the community and the Parks and Recreation Department Director; and/or there is general agreement between the community and the Director that the current Plan or facilities are not suited for current uses and redevelopment is desired. A Revised Master Plan will be included in the Capital Improvement Program (CIP) in the same manner as a new Master Plan and subject to public input as part of the CIP budget process.
- 4.3 Master Plan Amendment. If a proposed new use or facility is proposed that does not alter and is compatible with other established or planned (in an adopted Master Plan) uses, a Master Plan Amendment may be considered. The Director will seek concurrence from City Council for this planning effort. For example, a new land acquisition to an existing park may offer additional locations for planned uses, or undeveloped areas in a developed park may be considered for a new use. The Public Participation Best Practices will be followed for an Amendment, with consideration for stakeholders of new and existing uses.
- 4.4 Master Plan Not Needed. In some cases a master plan process will not occur for years after a site is acquired. Some minor alterations or development may be necessary for safety, environmental or management reasons. For example, a driveway may be necessary to provide minimum access for safety or management activities. It is preferable to have these features vetted through the System Integration Plan process (described herein) and to consider future development scenarios to lessen the impact and maximize the effectiveness of the actions. A Master Plan is generally not needed for components of the Capital Area Greenway unless additional improvements for public use are considered. For example, adding anything more than incidental elements (directional signs, benches, interpretive facilities) such as group picnic shelter and play equipment, etc. will benefit from public input and support. Greenway land with unique ecological features or larger open spaces may warrant a System Integration Plan.
- 4.5 Park and Recreation Facility Design and Development (Schematic Design). Early construction planning efforts, defined as that phase between conceptual plans and 30% construction drawings, will benefit from review and comment by the public a park site and/or facility is intended to serve. While the general public should be invited, a concerted effort is warranted to include members of any formal planning group (such as a

Master Plan consensus committee or other stakeholder organization(s), the PRGAB, and appropriate CAC). Drawings should be labeled, simple but concise and scaled so that lay persons can understand what a design team is proposing.

- 4.6 System Integration Planning (SIP). This level of early planning ideally follows site acquisition as soon as possible, but due to available resources there may be several years gap between acquisition, SIP and Master Planning. SIP is covered in greater detail in a separate section.
- 4.7 Park and Recreation Facility Major Renovation and Redevelopment. This is action that substantially alters the program, function, or use by the public of a facility or site. The conceptual planning, budgeting and subsequent approval of this action may be a function of the CIP process, but a level of public participation will serve to inform the public and maintain transparency. In some cases Outreach and Information Exchange may be sufficient.
- 4.8 Ad Hoc Studies such as Feasibility (of a specific project or action), Costs/Revenue, or a particular singular issue charge from City Council. The level of specificity in public participation will depend on the particular issue, scope or range of a topic. For instance, the development of criteria to evaluate a site as a Nature Preserve deserves City-wide, Council level review and input but management plans of a particular Preserve should also include specific users, neighbors and stakeholder groups in the participation process.
- 4.9 Strategic Planning (City-wide topics such as aquatics, cemeteries, dog parks, invasive species management, etc.). These planning actions deserve full City-wide publicity, and the opportunity for participation will benefit from providing a variety of meeting venues, methods of outreach and input, etc. In many cases it is desirable to take advantage of established networks (such as CACs) and well known venues (Artspllosure, Neighborhood College, and other events).
- 4.10 Incorporation of input. The opportunity for the public to provide input and comment shall be incorporated into all Master Plan actions including new Master Plans, Amendments, Revisions, SIP efforts and the CIP. An outline of the expected public input and comment opportunities should be included as a part of the scope of work for consultants as well as Department-led processes.

4.10.1 The incorporation of public input should be clearly defined to all parties and revisited throughout the process as necessary. Summaries from previous meetings should be available in a timely fashion on web sites, project communications, and at subsequent meetings.

4.10.2 The recording of public input shall be commensurate with the nature of the planning process. For instance, small group discussions can be reported in summary fashion where they contribute to a larger body of community knowledge, whereas public hearing-style opportunities may be recorded, transcribed and documented verbatim. A specific example of this situation is the public comment section of the PRGAB meeting when draft plans or recommendations are presented. These records of public input shall be maintained by the Department and will be further included in process records as appendices, meeting minutes, and/or summaries as Master Plan action recommendations are presented for consideration by appointed bodies and elected officials.

4.11 Link to the Capital Improvement Plan. Master Plan actions (Plan, Amendment and/or Revision) shall be included in the City's annual Capital Improvement Plan (CIP). If included in Phase 1 (years 1-5) the site should be identified by name; if in Phase 2 (years 6-10) the site does not need to be identified. Changes in the Phase 1 CIP, whether from staff, citizens or elected officials should be reviewed by the Department from the perspective of the Comprehensive Plan, updated data and trends and justified as part of the budget review with City Administration. The CIP is prepared on an annual basis. The Parks and Recreation CIP is included in the larger City of Raleigh public process for budget presentation, review, comment and adoption, which provides for public participation. Major renovations or redevelopment, such as a replacement of a building system (roof, mechanical, etc.), playground, repaving or other capital asset may be included in the CIP as part of a larger line item of improvements or upgrades. This does not remove the need for public outreach and information exchange in both recommending and implementing major renovations. Sources of public input for including items in the CIP are program and facility evaluations, user surveys and focus groups in addition to staff recommendations.

5.0 System Integration Plan (SIP)

The System Integration Plan is a plan for the interim management of undeveloped park sites. It should apply to currently owned, undeveloped properties. The objective of the SIP is to develop a set of guidelines for the interim management of parklands prior to the implementation of a Master Plan, to document the existing site conditions and constraints, to confirm the park land's classification within the City of Raleigh Comprehensive Plan, and, if applicable document any special intent for the park. The Land Stewardship Coordinator will be the point of contact for citizens, coordinate the SIP report, site inventory effort, and follow-up action plan. The SIP is intended to inform, not restrict the Master Plan process. The SIP will include, at a minimum:

- 5.1 Comprehensive Plan correlation to the acquisition of property and provision of a system-wide municipal park and recreation program for the City of Raleigh as well as the continuum of park, recreation and open space services for Wake County and the Triangle region.
- 5.2 Special intent or purpose, if any, that may influence either the interim or long term treatment of the property, such as inclusion in a public bond program, deed references, or financial consideration such as a grant, lease, easement or partnerships. For example, why it was purchased from a system-wide perspective and the sites relationship with other parks and recreation facilities in the vicinity should be outlined.
- 5.3 Property information, such as boundaries, adjoining properties, physical character or features.
- 5.4 An inventory of natural resources and cultural features. The inventory will be conducted by the City of Raleigh Land Stewardship Coordinator utilizing appropriate subject matter experts. This effort will begin with an initial assessment to determine if resources or features are significant by established standards such as those of the NC Natural Heritage Program, the NC Office of State Archaeology and/or the NC State Historic Preservation Office. These agencies, and others if appropriate, will be solicited for input as well as appropriate non-governmental, non-profit, and/or special interest groups as necessary to fully evaluate the site and build support for stewardship.
- 5.5 Interim management recommendations for the foreseeable future until a Master Plan is adopted and development is implemented. The recommendations will address the previous items, including the appropriate conservation of natural and cultural resources. An Action Plan that assigns responsibility and time frames will be part of the management recommendations. For instance, if further study or specific actions are warranted to protect or conserve resources on the site these

will be documented and prioritized (low-medium-high) with budget implications noted.

- 5.6 The opportunity for public review and comment, with oversight by the Parks, Recreation and Greenway Advisory Board. The SIP should be coordinated with the Director as part of the PRGAB annual work plan. The oversight typically is a function of the standing Parks Committee, but could also be addressed either by an ad hoc committee or the full Board. Neighborhood and community participation in an SIP should occur at the local level but full public review should occur as part of the PRGAB regular public meetings. PRGAB comments and referral to City Council provides additional opportunity for input. Public involvement will follow the practices referenced in Section 3.0 above. The scope and scale of public notification and participation should be commensurate with the classification of the park site and ultimate expected use, for example an approximate ½ mile radius for a neighborhood park or city-wide for a special or metro park.

6.0 Park Master Plan

All parks should have a master plan, developed with best practices of public participation to guide development for recreational purposes, environmental stewardship and the conservation of significant environmental features. A Master Plan will include the components listed below and described above in 5.0 System Integration Plan, Sections 5.1-4. If available, this information can be supplied as the SIP; if an SIP is not available, for instance in a previously developed site, the information should be developed and supplied as an existing conditions report with the intent to inform any master plan effort.

- 6.1 System Integration Plan and the components listed in section 5.0 will be included in the early master plan process.
- 6.2 Comprehensive Plan Correlation, as outlined in the SIP or confirmed as part of the initiation of a master plan process.
- 6.3 A Program Statement will be developed in the early stages of a master plan process. The Statement should include both a general vision for the park and a written description of specific elements to be considered as the park is developed.
- 6.4 Draft and Final Conceptual Plans, including initial concepts to record the development of the Final Concept should be documented in the master

plan.

- 6.5 The master plan should propose priorities for phasing the implementation of the plan. If funding is available recommendations may be appropriate for an initial phase. All statements of priorities should recognize that actual construction may vary due to costs, development regulations, or other factors that may require consideration after adoption of a master plan.
- 6.6 Opportunities for establishing community relationships, natural resource stewardship, recreation programs, and interim management to coincide with the phased development of the park may be identified during the course of planning. If so, the suggestions and concepts should be developed in the context of the Master Plan Program Statement so as to be consistent with the vision of the planning committee. Refinement and implementation of these opportunities will be the responsibility of staff and subject matter experts.
- 6.7 Comments and records of the master plan process should be documented. This includes summary records of the committee meetings, public meetings, and official records of the PRGAB, City Council, or other formal comments and statements submitted as public record.

7.0 Procedures

All Master Plans, Master Plan Amendments and Master Plan Revisions will adhere to the following procedures. Major renovations or redevelopment to sites or facilities, which in the judgment of the Parks and Recreation Director would substantially modify the property's use or appearance, will adhere as well. The terms Master Plan, Revision and Amendment and Major Renovation and Redevelopment are defined in the Public Participation Guidelines and Policy for Park Planning, referenced in Section 3.0 above and included here in the Glossary of Terms. The actual sequence of the Procedures listed here may vary depending on the planning action. Consultation with the Design Development Administrator and the Director is imperative when any engagement of the public, PRGAB, and/or City Council is expected.

- 7.1 Initiation of Planning Activity. Planning activities conducted by the Department are outlined in the Public Participation Policy for Park Planning and include master plan actions, schematic design review as a result of master planning, system integration planning of undeveloped sites, major renovations and redevelopment, ad hoc studies under direction of the City Council or Administration, strategic planning of

particular recreation topics, and comprehensive park and recreation system-wide planning.

7.1.1 Scheduling in Staff Work Plans. As outlined in Section 4.6, most planning activities are in response to the adopted CIP, especially if funding for consultant services and/or capital development is identified. Inclusion in the CIP can be in response to staff, City administration, citizen and/or elected officials. The request to initiate the activity should be consistent with the CIP item description and time frame or acknowledge the circumstances that may have changed to affect the activity. For example, additional land acquisition, a change in funding or other resource allocation, or the relationship with a project partner could necessitate an adjustment to the project and therefore the planning activity. A change in the project should be acknowledged in the situation assessment, stakeholder matrix, and process design (below) and should address reallocation of resources, if necessary.

7.1.2 Authorization of Planning Activity. The authorization to proceed with an activity comes from the City's CIP process which is publicly vetted and approved by City Council. The authorization will include a statement of the proposed pathway for public participation, which is subject to continued input, evaluation and refinement. For example, additional meetings, resources, or an adjustment in scope may be warranted beyond what is initially planned. If the project management (staff or consultants) did not reasonably foresee adjustment as mentioned here, consultation and approval should be sought through City administration, partner agencies, etc. as needed.

7.2 Process Design. The solicitation of professional services is the responsibility of DD staff and will follow standard City of Raleigh procedures. In some planning activities staff will be responsible for the entire public process including design, approval, implementation, feedback and review. In most major planning efforts such as new master plans, strategic and comprehensive system-wide plans funding for consultant services will be identified. The role in process design and implementation for consultants will vary depending on the nature of the project. For instance, an engineering firm may have very limited responsibility for public process in a CIP renovation project, but an Architect, Landscape Architect, or planning firm for a master plan will contribute recommendations, expertise, and leadership in process design, implementation, and review as well as provide administrative

support. The skills, experience, and recommendations for process design for a particular project will be fully evaluated as part of the consultant selection process.

7.2.1 Conduct a Situation Assessment. Specific information on why, how, and the goals of the Assessment are included in the Guidelines. The responsibility of the DD staff (and review by the Department and consultant, if appropriate) is to a) identify the issues that are important to the stakeholders and are expected to be addressed by the planning activity and b) identify the stakeholders and the organizations they represent. Issues may be identified in the CIP, past Council action or inaction, and records of past interactions and meetings. More importantly, the Situation Assessment must confirm or dispel the issues, attempt to identify other issues, assess who the stakeholder groups and representatives are, and how they can best contribute to the planning action being considered. The Situation Assessment should result in a convening report that does not identify respondents, describes what was heard, and how the parties believe that they can be brought together. The convening report is the document that will be made available to the public to ensure stakeholder's trust is maintained.

7.2.2 Design the Process. The Parks and Recreation Director will be responsible for Master Plan process design with recommendation by the Design Development Administrator and approval by the City Manager. The tasks and reports that inform process design should be documented by the project manager (staff or consultant) and be supplied in proper sequences to justify the recommended action(s). These tasks and reports include the Situation Assessment (identification of planning goals, context, issues, and stakeholders), process and pathway selection guides, the outreach ("Communication") plan, expected time frame for the planning action, and specific recommendations for consultant participation and facilitation. Ultimately all aspects of Process Design should be supplied as a minimum as backup material to both the PRGAB and City Council. In many cases, the components that contribute to process design will be specific parts of official actions by City Council, such as a consultant's Scope of Work as part of a contract approval process.

7.2.3 Select a Pathway. The Guidelines document contains a guide with metrics for initial consideration of an appropriate pathway for public participation. DD staff will use this guide and additional

knowledge of the situation as well as input from a consultant (if available) and make a recommendation for the DD Administrator and Director to consider. Additional considerations for the possible public participation pathways to implement the process include the setting of meetings (location(s), times, length of the process, etc.) that are conducive to effective public participation and efficient conclusion of the planning activity. Once the Department staff receives approval from City Council to proceed with the process, then the process outline (venue, schedule, issues and methods) will be available at all meetings to lend transparency and legitimacy to the planning activity. The meeting-specific Participation Sheets – Getting Involved in Park Planning – will serve as handouts that are customized for each planning activity.

7.2.4 Develop a Communication Plan. Depending on the project, drafting a plan for outreach, feedback, etc. may be delegated to a consultant but subject to DD staff approval. In some projects the DD staff project manager will be responsible for a Communication Plan. Components to be addressed in a plan include (but are not limited to) the geographic scope of outreach and feedback efforts, the outlets, venues and methods for outreach and feedback efforts, how the effort will be evaluated and adjusted if needed, and the resources needed to implement the Plan and evaluate the communication effectiveness. Methods that are available to DD staff and consultant to ensure effective and transparent communication include soliciting the early review of the Plan by the Department Marketing Division and the City's Public Affairs staff, including key staff in mailings and postings (include the home address to verify receipt, evaluate timing, etc.), and remaining flexible to react to apparent shortcomings (such as adding stakeholders and keeping the web site up-to-date throughout the process).

7.2.5 Additional Oversight. Soliciting review and input by the **Parks, Recreation and Greenway Advisory Board** in process design and schedule is appropriate, in that Board members' direct participation in committees, groups or community meetings is desired. Board members have been appointed by Council members because they have knowledge and experience in some or many aspects of park, recreation and greenway issues and a willingness to serve as a representative of Raleigh citizens. DD

staff project managers should propose and be responsible for making presentations, soliciting Board input, and facilitating the Board members participation after getting approval from the DD Administrator and Department Director to engage the Board members. One or two Board members will be solicited to serve on Planning Committees as, at a minimum liaison to the full Board but more likely as a participant in the Committee. Although a Board member may serve as a host, they should not be charged with functioning as a meeting facilitator. Planning actions should be included in the Board's annual work plan, and as such some initial indication of process design (and the scope of commitment for time, for example) will assist the Director and Board leadership in selecting appropriate members and methods of engagement in planning actions. An introduction to the Public Participation Guidelines, the Department's Policy and Process will be included in each Board member's orientation and emphasized at the outset of individual park planning efforts. The role of the PRGAB in general, and individual Board members as participants of a committee, for instance, should be reviewed periodically in the context of the regular PRGAB meetings when planning actions are announced or updates are provided.

- 7.2.6 Process Design Approval. The pathway recommendation will be initially included in the CIP for Council approval. Authorization to proceed with a Request for Qualification (RFQ) for planning consultants comes from the City Manager and will restate the recommended pathway for public participation. A draft process design will be included as part of the Scope of Work with the City Council's approval of contractual services. After a Situation Assessment has been conducted, the process design will be confirmed when City Council approves the Planning Committee.
- 7.3 Notification. The Department will make a specific and concerted effort to notify individuals and groups affected by the planning action and/or potential development or redevelopment process. The level of notice should be commensurate with the scale and scope of the project and strive to achieve accepted best practices referenced in the Resources in Section 3. For instance, notification of adjoining property owners/households will always be appropriate. The ½ mile service radius of a neighborhood park or two (2) mile (approximate) service radius of a community park should serve as a guideline. Considerations for distribution of notices will take into account the barriers to participation at a planned facility once development occurs, such as major highways or rail lines. In some cases the distance from a neighborhood park may

need to be adjusted (increased, decreased) to ensure adequate notice. Notices for community parks should, at a minimum include a two (2) mile radius since the typical services offered may be more varied at this facility. Notification should cover a wider area for linear greenway, nature preserve, special park, or metro park projects. The following notification procedures and timelines shall be undertaken during the initiation of the planning, major renovation and redevelopment actions, and prior to recommendation to the PRGAB.

7.3.1 The DD or other staff project manager, or consultant if appropriate, will provide a draft of notification scope and methods in the Communication Plan for review before implementation of the planning activity's public participation efforts. The Department will employ a variety of notification methods, including at a minimum but not limited to posting signs and posters, direct notification via postal mail and electronic notification (emails, etc.), notices in newsletters and other printed media, and notices on websites. In some cases the use of contemporary social media to reach a population fluent in this communication format is warranted. The type of notification method used will be at the discretion of the Department Director.

7.3.2 All notices of planning actions with public impact should include, at a minimum the project name, the meeting time-date-location, and the contact person phone number (Project Manager in most cases) as well as the DD shared parkplan@raleighnc.gov email address. Notices should also contain an identifying image if possible, the City of Raleigh logo and the City of Raleigh website link and project key-word search.

7.3.3 All public meeting notifications shall be provided to the Department Director's Administrative Assistant to be placed on the City of Raleigh Calendar 30 days prior to the meeting date. The notification shall include the Hosting City Department, Project Name, time-date-location, and format for the meeting.

7.3.4 Notice By Mail. The following steps are required to develop the mailings:

7.3.4.1 Establish the address list by sending a Map Request to the GIS Section of DD requesting property owner/occupant addresses within the specified service radius.

7.3.4.2 Determine which marketing or promotion piece would be

most effective (postcard, flyer or letter or a combination).

- 7.3.4.3 Use a standard Department template or letterhead to develop the marketing pieces. This is available on P&RCommon/MarketingFiles/Templates.
- 7.3.4.4 Send the draft document electronically for the Marketing Division's review to parks.print@raleighnc.gov at least 2 (two) weeks in advance of the requested print date.
- 7.3.4.5 Complete the electronic form Parks_Recreation_Print_Form and the final publicity document in pdf and email to parks.print@raleighnc.gov. Allow 2 (two) days for the City of Raleigh Print Shop to complete the order.
- 7.3.4.6 If mailings are not being handled in-house the appropriate staff should coordinate the mailing with a mailing contractor. First secure the permission from Brenda Adams to use the City's bulk mailing permit. Then request the Print Shop deliver the mailing to the specified contractor. Provide the contractor with the property-owner address list in the appropriate format.
- 7.3.5 Notice of any initiation of a planning effort will occur at least 30 days prior to an event. This will include adjoining properties, appropriate neighborhood associations and Citizen Advisory Councils, and appropriate City of Raleigh Boards and Commissions. Methods for this notice will include signs posted at the site in locations that are most effective, including both vehicle and pedestrian points of contact/entry. Direct mailings, notices in newsletters, web sites, and other means and methods of communication should be employed as well.
- 7.3.6 Subsequent meetings and actions will employ a minimum of a 14 day notice. Publishing a meeting process schedule if multiple meetings are anticipated is preferable and will be employed as soon as practical after a project has a confirmed process and meeting venues.
- 7.3.7 Distribution of meeting notices, summaries, draft plans and other project information will take advantage of neighboring facilities (such as community centers), City of Raleigh web site and all other

reasonable means of communicating with interested citizens and groups. Citizens will have the opportunity to receive a notice that meetings are scheduled, or updated project information is available by providing E-mail or postal route addresses. This effort should be built into the project scope and should be evaluated for effectiveness throughout the process and adjusted as necessary. For instance, CAC meetings are scheduled on a regular basis that is familiar to neighborhoods, and are good venues to announce information but usually do not provide the time for in-depth coverage of plans and issues.

7.3.8 Meeting and project information and background will need to be prepared prior to notification and made available both on the project web site and by request. This format provides the opportunity to communicate more details, such as maps, studies, reports, etc. This information should be published at least 14 days prior to the meeting, and distributed via copy or links to the following entities at a minimum: City Council, City Manager, RPGAB, owners of adjoining properties, registered neighborhood groups (homeowner associations, etc.) and registered park support groups within the project service areas, Citizen Advisory Councils (CAC) in the project service area, other interested groups as suggested by the Public Affairs Office or Community Services Department. This could include the Raleigh Historic District Commission, the Appearance Commission, The Human Relations Advisory Commission, and the Mayor's Advisory Committee for Persons with Disabilities.

7.3.9 Meeting venues shall strive to create a setting (time, location and frequency) to maximize the opportunity for citizens to participate with respect to the scope and scale of the overall project. For example, announcing a planning action at a regular CAC meeting is appropriate, but typically these meetings and their attendance are insufficient for in-depth participation exercises.

7.4 Public Input and Participation. Even though considerable effort may have been invested in a planning action before any official public input is sought, the evaluation and potential adjustments of preliminary ground work (Situation Assessment, Stakeholder Matrix, and Communication Plan) starts with the beginning of public engagement. Staff and consultant should be prepared to recommend improvements in process design, implementation, and resources during the planning activity.

7.4.1 Initial Public Meeting. Depending on the process expected, and

feedback received an initial meeting could be the only meeting convened by the Department. In most cases some form of follow-up will be key in keeping the public informed and the process transparent. Collecting contact information and feedback at the initial public meeting is an essential role for DD staff, other support staff, and/or the consultant. Citizens will be able to register to receive future communications regarding the project, including notices of additional meetings, availability of information for review and comment, and final disposition of the project. Adequate planning and dedicated resources to complete the tasks are imperative. Registration of participants should be quick and easy, and the first contact should welcome the participants and provide them with initial information to take home and a means to provide feedback. All staff and consultants should be easily identified with name tags. Key individuals should be introduced. Contact information for project leadership should be readily available. The purpose of the planning action in general and the meeting specifically should be clearly communicated in writing and verbally. The expectation for additional public participation should be clearly outlined, and if schedules are available for subsequent opportunities they should be shared.

7.4.2 Subsequent Meetings. Additional meetings could be either a similar format to an initial meeting or different, depending on the process. An initial meeting may be general and broad in scope and useful for gauging overall interest, soliciting potential stakeholder representatives for the project, and simply introducing staff, consultant, and the issues. Subsequent meetings may be in the context of a “public leadership group” for oversight and review, or a “consensus committee” with Council-approved membership and a negotiated “charter” or agreement for how the committee will operate. Subsequent meetings may be more general such as an open house format, or a public meeting to seek Feedback on a group or committee recommendation. Recommendations for best practices and techniques for different pathways of public participation are outlined in detail in the Guidelines.

7.4.3 Feedback Loop. The input and participation phases of a planning action should provide feedback not only on the issues, draft study report/plan/design, and recommendations but also on the process itself. An important role for staff and consultants in the public participation process is to actively listen to, solicit responses from and record the public interests in the issues.

Additional information may come to the conveners' attention that affects process design, the consultants' role or level of engagement, or identifies additional stakeholders. For example, if it is apparent that there are under-represented audiences (defined as the gap between participants and known demographics of the area affected by the planning action) the stakeholder matrix and communication efforts should be adjusted to attempt to compensate.

7.4.4 Review of the Preliminary Draft of a Study/Plan/Design. The preliminary output from a planning action, before a cycle of formal presentation and review by appointed bodies or organizations should reflect the work of the staff, consultant, and the full summary of public participation. The Preliminary Draft should include a statement of the issues addressed in the planning action, a vision statement that clarifies the intent of the planning action, project background, process, participants, meeting summaries (can be in appendix), and should conclude with a recommended action/master plan report, or conceptual design as appropriate. A brief Executive Summary should address all of the above.

7.5 Internal and External Review. It is the responsibility of the Parks and Recreation Director to ensure that the proper government, non-governmental organizations and partners are informed and included as appropriate in the opportunities to participate in review of the planning process and resulting draft plans. For example, partners with a financial and/or a program interest in any project (grants, donations, or potential program delivery) should either be represented as a stakeholder in the planning effort or, at a minimum invited to review and comment on draft plans throughout the process.

7.5.1 In order to ensure consistency with Department and City practices, policies and codes an internal review on an on-going basis shall be by a Design Resource Team of inter-departmental professional staff as well as the City of Raleigh Development Services group at appropriate stages. This effort shall culminate in review by City Administration. Summary of these reviews will be included in the project records as the draft is prepared and presented for official action.

7.5.2 Additional review and oversight includes the Raleigh City Council, and the Parks, Recreation and Greenway Advisory Board.

8.0 Schematic Design Input

In addition to public participation in the Master Plan actions stated above, the general public will have the opportunity to comment at the Schematic Design stage after Plan adoption. Specific input by interested citizens and any designated committee, if available will be sought to ensure concurrence with an adopted Master Plan action. A meeting to solicit this input will be held at the end of Schematic Design, advertised per section 6.3 Notification, and will include project background information and graphic depictions of construction plans sufficient to convey to the general public what is expected to be implemented and the final outcome of the project. Background information will include anticipated future phases.

9.0 Post Occupancy Evaluation

A post occupancy review of both the planning process and the project design implementation will be performed by the Design Resource Team, citizen committee if available, and others familiar with the project after each major phase of implementation. The methods will include, but are not limited to, surveys, interviews, observations of users and non-users in order to improve both the planning process and the results of the improvements. The staff or consultant will prepare a report for the PRGAB, who may report to City Council as needed.

Glossary of Terms

- A. **Capital Improvement Program (CIP):** The City's long range funding plan for major facilities and studies or planning efforts. Adoption of the CIP is on an annual-fiscal year basis. The CIP is divided into Phase 1 (years 1-5, where year 1 is the adopted Fiscal Year funding) and Phase 2, which forecasts years 6-10.
- B. **Major Renovation and Redevelopment:** Action that, in the judgment of the Parks Director, substantially alters the program, function, or use by the public of a facility or site.
- C. **Master Plan:** A long range plan for development and use for an individual park site that includes a Program Statement guided by a statement of vision, a description of elements and depicted by a conceptual graphic plan.
- D. **Master Plan Amendment:** A new use or arrangement of uses that differs from the adopted master plan can be considered for the park if it complements, contributes to and does not detract from the Program Statement (vision, elements) of the park.
- E. **Master Plan Revision:** If City Council determines a Master Plan is no longer current, effective, or supported by the community as a whole a new Master Plan effort may be instituted.
- F. **Planning Committee:** A Council-approved committee structure that is membership-specific and operates under the Public Participation Policy for Park Planning.
- G. **Public Participation:** The process by which public concerns, needs and values are incorporated into Parks and Recreation decision making.
- H. **Schematic Design:** Establishes the general scope, scale and relationships among the program components identified in the Master Plan. The schematic design carries the project to the level of detail required to identify any critical issue not covered in the Master Plan. Objective is to develop a clearly defined, feasible concept while exploring the most promising alternative design solutions.
- I. **System Integration Planning:** An interim plan for undeveloped park sites that addresses Comprehensive Plan correlation, documents City Council's acquisition and intent, begins a process of complete site inventory for natural and cultural features, and recommends interim management actions.