Washington County’s Department of Land Use & Transportation respects civil rights
Federal and state laws are in place to ensure that the department’s activities respect the rights of all residents.

The department follows Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, Executive Order 12898 on Environmental Justice and related statues and regulations. Title VI of the Civil Rights Act of 1964 is a federal statute declaring that no person shall be discriminated against or denied benefits on the basis of race, color, or national origin, in programs and services that receive federal financial assistance. Environmental Justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies.

Title VI and Executive Order 13166: “Improving Access to Services for Persons with Limited English Proficiency (LEP),” requires the department to reduce language barriers that may impede access to engagement activities by people who may not be proficient in English as well as ensuring low income communities and communities of color are engaged. To ensure opportunities for meaningful access by people who have a limited ability to speak English, the department will utilize the implementation principles found in Metro’s Limited English Proficiency Plan, which provides a needs assessment and implementation steps for providing language assistance.

Any person who believes they have been aggrieved by an unlawful discriminatory practice under Title VI, Executive Order 12898 or Executive Order 13166 has a right to file a formal complaint with the department. Any such complaint must be in writing and filed with the department within sixty (60) days following the date of the alleged discriminatory occurrence. For more information, call 503-846-4530.

Accessibility
In order to meet federal requirements for providing assistance to disabled populations and compliance with the Americans with Disabilities Act of 1990 (ADA), the department will endeavor to provide reasonable accommodations and services for persons who require special assistance to participate in engagement activities. Services are available, with reasonable notices for requests, for persons with hearing or speech loss, who have a physical disability or who are visually disabled. Call 503-846-4530 or email lutdir@co.washington.or.us for additional information or to make a request for assistance.

Submit complaints to:
Department of Land Use & Transportation
Attn: Assistant Director
155 N First Avenue, Suite 350-16
Hillsboro, Oregon  97124
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Acknowledgement

These guidelines build upon the excellent work of Metro’s *Public Engagement Guide*. The Department of Land Use & Transportation thanks Metro staff, the Metro Public Engagement Review Committee, other Metro committees, and Metro Council for their work in developing the *Public Engagement Guide* and for making it available as a template for other agencies to build upon.
I. PREFACE

Washington County is the second most populous and the most culturally diverse county in Oregon. As the county has grown rapidly in the past several decades, the Department of Land Use & Transportation (LUT) has worked to improve our transportation infrastructure. We have become a leader among Oregon’s public agencies in the delivery of major transportation capital projects. This is a direct result of the county’s innovative transportation funding system, a high degree of cooperation among the county and its cities, and the continued support of our residents and businesses.

The cornerstones of our transportation funding system are the Major Streets Transportation Improvement Program (MSTIP), initiated in 1986 and the Traffic Impact Fee/Transportation Development Tax (TIF/TDT) programs, first implemented countywide in 1990. From MSTIP 1 in 1986 through the end of MSTIP 3d in 2018, we will have invested more than $1 billion in our countywide transportation system through the MSTIP and TIF/TDT programs.

Without those investments, our transportation system would be a hindrance to our economy and our quality of life. While we have made remarkable progress, much more work remains to achieve our collective transportation goals, as defined in the county’s Transportation System Plan (TSP).

Public input provides transportation decision makers with community insights that illuminate the issues being considered. Community input is an important consideration along with technical data, analysis and professional expertise in helping decision makers reach an informed decision. LUT is committed to providing access to information and meaningful public participation opportunities in our transportation planning, programs and projects.
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II. PURPOSE AND APPLICATION

These guidelines are intended as a resource for:

- LUT staff and project team members involved in transportation planning, project selection, and project development or final design and construction of capital transportation projects
- transportation planning, program or project decision makers, stakeholders and process participants
- the public

The guidelines describe:

- the means and opportunities for public involvement in LUT transportation planning efforts, programs and projects
- the public information and involvement tools, techniques and strategies that will guide LUT’s efforts to keep our residents and project stakeholders informed and to enlist their help in planning, identifying, programming and developing Washington County’s future transportation improvements

These guidelines are intended to be flexible enough to allow for the development of appropriate and cost-effective public involvement plans that are:

- based on desired program or project outcomes
- consistent with LUT’s public involvement objectives (refer to Section IV of this document)
- in keeping with the nature, scope, complexity and potential impact of the program or project and the affected community

Appendix D: Toolkit of Public Involvement Tools and Techniques provides a list of the strategies and tools that LUT may use to communicate with and receive input from stakeholders and the public. These guidelines do not apply to any other agency or county department.

These guidelines also incorporate best practices designed to help LUT comply with federal nondiscrimination requirements including Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, Executive Order 12898 on Environmental Justice and related statutes and regulations in its programs and activities.

These guidelines are intended for LUT’s transportation planning efforts, capital projects, and other programs as noted herein. These guidelines are not intended for application to routine maintenance activities. The Director of Land Use & Transportation is responsible for determining the appropriate public involvement structure for a particular transportation planning effort, program or project. Draft public involvement plans for major transportation programs and planning efforts may also be reviewed with the Board of County Commissioners, the Committee for Citizen Involvement and/or the affected Citizen Participation Organization(s).

LUT staff will review these guidelines and consult with the Board of County Commissioners and the Committee for Citizen Involvement regarding their application on a periodic basis.
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III. BACKGROUND

A. Oregon’s Statewide Planning Goals

The following is an excerpt from Oregon’s Statewide Planning Goals & Guidelines, produced by the Oregon Department of Land Conservation and Development:

Since 1973, Oregon has maintained a strong statewide program for land use planning. The foundation of that program is a set of 19 statewide planning goals. The goals express the state’s policies on land use and related topics, such as citizen involvement, housing, and natural resources. Most of the goals are accompanied by “guidelines,” which are suggestions about how a goal may be applied. As noted in Goal 2, guidelines are not mandatory. The goals are, however, adopted as administrative rules (Oregon Administrative Rules Chapter 660, Division 015).

Goal 1—Citizen Involvement: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Goal 2—Land Use Planning: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Both of these goals help inform local planning and implementation efforts. Appendix E: Oregon Land Use Planning Goals 1 and 2 contains the complete text of both goals.

B. Washington County Citizen Participation Philosophy and Policy

Building on Oregon Statewide Planning Goal 1 (Citizen Involvement), Resolution and Order (R&O) 86-58 outlines the county’s citizen participation philosophy:

Citizen participation in county government improves the decision making process, democratizes and humanizes political and social institutions, increases the responsiveness of governmental institutions, generates a greater variety of information and alternatives to citizens, public officials and elected officials, and enhances individual and group awareness and civic responsibility.

R&O 86-58 also outlines the county’s citizen participation policy:

It is the policy of the Washington County Board of Commissioners to provide opportunities for public policy formulation and implementation through a variety of processes and organizations, including, but not limited to: public hearings; advisory committees; task forces; public surveys; direct access to elected and appointed officials; Citizen Participation Organizations; Neighborhood Associations; Town Hall Meetings; and the Committee for Citizen Involvement (CCI).
C. Transportation Decision Making Context

The graphic above depicts the four basic steps in the transportation system planning and project lifecycle. Each stage of the process yields key decisions that shape our transportation system. The scope of decision-making becomes more narrowly focused as projects advance through these stages. Bigger picture decisions occur during the planning and project selection stages, and more specific project-level decisions occur in the project development and the design/construction stages.

LUT staff strives to keep the public informed and involved as appropriate throughout each of these steps.

D. Participants

Participants in the county’s transportation decision making process include elected and appointed officials, agency staff, stakeholders, interested parties, and the general public. These include, but are not limited to:

- **Washington County Board of County Commissioners** (Board or BCC), an elected five-member legislative body that makes decisions for the county. Board business meetings are typically held three times each month. They are open to the public and public testimony is taken in accordance with established Board protocol. Board work sessions are typically held four times
each month, and while open to the public, no public testimony is taken.  
www.co.washington.or.us/BOC

- **Washington County Planning Commission**, a nine-member Board-appointed volunteer commission that advises the Board on land use and transportation planning issues. The Planning Commission typically holds two work sessions and two business meetings each month. Meetings are open to the public. Public testimony is accepted only at business meetings, and in accordance with established Planning Commission protocol.  
www.co.washington.or.us/PlanComm

- **Washington County Coordinating Committee** (WCCC), a group of elected representatives from Washington County and the cities within the county that coordinates county and city activities and works toward positions of consensus on countywide, regional and state land use and transportation matters. The WCCC typically meets once each month. Meetings are open to the public and time is provided for visitor comments.  
www.co.washington.or.us/WCCC

- **WCCC Transportation Advisory Committee** (WCCC TAC), county and city staff who advise the WCCC on transportation issues. The WCCC TAC typically meets once each month, and meetings are open to the public.  
www.co.washington.or.us/WCCC

- **Standing county advisory committees** provide ongoing input to county staff and/or the Board of County Commissioners on specific county programs, projects, or topic areas. Examples related to transportation include:
  
  o **The Urban Road Maintenance District Advisory Committee** (www.co.washington.or.us/URMDAC) and the **Rural Road Maintenance and Operations Advisory Committee** (www.co.washington.or.us/RROMAC). These Board-appointed committees typically meet monthly. Meetings are open to the public and time is provided for visitor comments.
  
  o **The county and URMD Budget Committees**. Meetings are open to the public, and public comments may be accepted in accordance with committee protocols.  
http://www.co.washington.or.us/cao/boardscommissions/index.cfm

- **Project-specific or ad hoc committees** may be convened by the Board of County Commissioners or county staff to provide input on specific issues, plans, programs or projects. Transportation-related examples include the Community Advisory Committee and Interagency Coordinating Committee formed for the 2012-14 Transportation System Plan update and the Minor Betterment Project Selection Committee. Focus groups or Community Advisory Committees may also be formed for specific transportation projects. These meetings are generally open to the public and have agendas available.

- **Project teams** typically consist of LUT staff, other agency staff and/or consultants retained by LUT to implement a planning effort, program or project. Teams are tasked with project management and delivery, including public involvement. Project team meetings are generally not open to the public.

- **Citizen Participation Organizations** (CPOs) are county-recognized organizations having discrete geographic boundaries that provide a vehicle for community participation in matters affecting community livability. These may include, but are not limited to planning, traffic and transportation systems, housing and parks, open space and recreation. CPOs are invited to comment on land use/development applications in their areas. CPO members also frequently
serve on a range of committees that help the county achieve its mission. CPO meetings are open to the public and have posted agendas. [www.co.washington.or.us/CPO](http://www.co.washington.or.us/CPO)

- **Committee for Citizen Involvement (CCI)** is the county’s officially recognized citizen participation resource committee. CCI consists of members from each active CPO. They assist county government with the implementation of its citizen involvement program by promoting community participation in government decision making processes and encouraging and promoting the expansion of the CPO program. CCI meetings are open to the public and have posted agendas. [www.co.washington.or.us/CPO](http://www.co.washington.or.us/CPO)

- **Interest groups** represent the interests of various transportation system users, such as transit users, bicyclists, pedestrians, freight shippers, business associations, neighborhood associations and others.

**E. Oregon Public Meetings Law**

Oregon’s Public Meetings law dictates that all meetings of governing bodies covered by the law must be open to the public, including meetings called just to gather information for subsequent decisions or recommendations. Many of the above-listed participants in the county’s transportation planning and implementation processes conduct meetings that are open to the public. Meetings of the Board of County Commissioners and other entities that make formal recommendations to the Board are always open to the public in accordance with the law. A number of other county committee meetings and meetings attended by county staff and/or officials are also open to the public and have posted agendas. Many other meetings, including project team meetings, internal county staff meetings and staff meetings with other agencies/organizations are generally not open to the public.

**F. Transportation Funding Overview**

Transportation funds in Washington County come from a variety of sources. The graphic below illustrates the county’s transportation funding program as a 3-legged stool:
The county’s innovative transportation funding program is instrumental to building and maintaining the complete multi-modal transportation system envisioned in our Transportation System Plan. A key factor in the successful establishment and continuation of these funding programs has been the county’s ongoing commitment to public involvement throughout the process.

**Existing Safety/Capacity Deficiencies: MSTIP**

The Major Streets Transportation Improvement Program (MSTIP) is the flagship funding source for county transportation projects. This pay-as-you-go program primarily addresses existing transportation safety and capacity deficiencies on the major elements of the transportation system, including roads of countywide significance that residents and businesses rely upon every day. By 2018, MSTIP will have delivered 130 projects totaling $730 million.

MSTIP was initially established as a voter approved countywide serial property tax levy in 1986. It was renewed by voters in 1989 (MSTIP 2) and 1995 (MSTIP 3). With the passage of Ballot Measure 50 in 1997, the MSTIP 3 levy rate was cut and became part of the county’s permanent property tax rate.

Since 1997, the Board of County Commissioners (BCC) has approved MSTIP 3b, 3c and 3d programs—every three to six years. With MSTIP 3d—funding for 2013 through 2018 (approved in July 2012)—the Board has committed to allocate approximately $35 million each year for transportation system improvements. The Board also created a $5 million “Opportunity Fund” designed to help leverage outside funding sources for local projects, which may include roads, transit and bicycle and pedestrian facilities. Geographic equity is a key consideration in the allocation of MSTIP funds.

The Washington County Coordinating Committee (WCCC), a group of elected county and city officials, provides a recommendation to the BCC on each MSTIP funding program. The BCC is the final decision-making body for the MSTIP program.

**Keeping up with Growth: TDT**

In 1990, the County adopted a countywide Traffic Impact Fee (TIF) to help offset costs related to transportation capacity needs, including those on the county's major roads, resulting from new development. The TDT is based on the estimated traffic generated by each type of development. TDT revenue varies by the size and type of development that occurs during any given timeframe. In 2008, voters approved the Transportation Development Tax (TDT), which replaced the TIF program. The TDT effectively doubled the development charges collected to address transportation capacity needs associated with new development.

The TDT program applies to all incorporated cities and to unincorporated areas. Cities administer the TDT program within their boundaries. The county administers the program in unincorporated areas of the county. The county also prepares and publishes a TDT Annual Report summarizing countywide program activity.

TDT funds must be spent on projects that are included on the BCC-approved TDT Project List. Eligible projects include major roads, including sidewalks and bike lanes, as well as transit capital improvements such as bus shelters. The WCCC provides Project List recommendations to the BCC. While individual funding decisions are made by each jurisdiction, the WCCC reviews program expenditures and provides
recommendations to the BCC on the overall TDT program. The BCC is the final decision-making body for the TDT Project List and the overall TDT program.

Since 1990, the TIF and TDT programs have resulted in nearly $300 million in countywide roadway improvements to date. Developers have constructed a significant portion of these improvements and received credits against their TIF/TDT assessments for the actual cost of eligible road improvements they construct. For projects funded with the county’s TIF/TDT revenues, maintaining flexibility in project selection has been critical to our ability to respond to opportunities to leverage private and other public funding sources. Cities and the county often collaborate and combine TIF/TDT revenues and MSTIP funds to deliver capacity-enhancing projects.

System Maintenance: Road Fund and Urban Road Maintenance District (URMD)
State and county gas taxes, state vehicle registration fees, and state taxes paid by large trucks make up the primary funding sources for the county’s Road Fund. It provides funding for maintenance and operations on rural county roads and major urban county roadways. The county’s Minor Betterment Program utilizes a small allocation from the Road Fund each year to construct minor, typically interim improvements on county roads.

The Urban Road Maintenance District (URMD) is primarily responsible for the maintenance of urban local (neighborhood) roads outside of cities. The district levies a property tax assessment of 24.5 cents per $1,000 assessed valuation. The URMD Board of Directors (the Board of County Commissioners) oversee the district, and the LUT Operations and Maintenance division administers it. The Board-appointed URMD Advisory Committee (URMDAC) advises LUT staff and the Board on URMD matters. URMD can also fund minor safety improvements on roads within the district.

URMDAC and the Rural Road Operations and Maintenance Advisory Committee (RROMAC) provide input to LUT staff when developing an annual road maintenance work program for the Road Fund and URMD.

Outside funding sources
The county also participates in other transportation programs and constructs projects funded through federal, state, and other sources. These programs are often discretionary grants targeted toward specific types of eligible improvements. Examples include federal Regional Flexible Funds (allocated by Metro), Transportation and Growth Management planning grants (allocated by ODOT), and other regional, state or federal programs. This type of funding tends to be unpredictable from year to year. Local funding sources, such as MSTIP or TDT may be used as matching funds for these types of programs.
IV. PUBLIC INVOLVEMENT OBJECTIVES

In addition to the county’s adopted citizen participation policy (Resolution & Order 86-58), LUT has established the following public involvement objectives to ensure effective public involvement in its transportation planning efforts, project selection, project development and project construction:

1. Provide general information about our transportation system, programs and projects that is understandable, timely and broadly distributed.

2. Help residents understand the transportation system planning, project selection, project development, and design and construction processes and how they can stay informed or become involved.

3. Help taxpayers understand the relationship between their taxes and the county’s various transportation programs and projects.

4. Encourage and provide stakeholders and the public with opportunities for meaningful input concerning the transportation system, project design features, and mitigation of potential community impacts.

5. Provide all potentially impacted stakeholders equitable access to pertinent information. This may involve providing information through verbal or written language translation or other alternative formats and/or collaborating with community-based organizations to involve historically underserved communities.

6. Provide program and project-specific information, which may include project needs, goals and constraints; scope of work; schedule; funding source(s); land use application and other permit status (if applicable); and construction impacts (if applicable).

7. Provide adequate advance notice of pertinent public hearings, public meetings, open houses, and comment periods. Public hearings typically have existing notification requirements that are applicable. Some programs may have existing notification requirements that are applicable. In instances without prescribed notice requirements, 30 day notice is preferable and 15 day notice should be considered a minimum.

8. Provide adequate time for public comment periods. For other transportation programs or processes where a formal request for public comments is made, a 30 day comment period is preferable and a 15 day comment period should be considered a minimum.

9. Ensure that public input is documented and provided to decision makers in summary form (and verbatim if requested) for consideration prior to key decisions.
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V. TRANSPORTATION PROCESSES AND PUBLIC INVOLVEMENT STRATEGIES OVERVIEW

Many of the public involvement tools and techniques LUT currently uses to meet our nine public involvement objectives are outlined below in relation to the routine transportation programs and processes LUT is involved in. A more comprehensive list of available public involvement tools and techniques is provided in Appendix D: Toolkit of Public Involvement Tools and Techniques.

Flexibility in selecting and implementing specific tools and techniques for specific programs or projects enables the development of appropriate, cost-effective public involvement plans. These specific public involvement plans will be based on LUT’s public involvement objectives (Section IV), desired program or project outcomes and will be in keeping with the nature and scope of the program or project.

Specific public involvement elements for particular projects or programs will be identified early in their initial planning stages. The public involvement strategies and processes will differ between the four stages of the transportation decision-making process:

- Transportation System Planning (identifying need, mode, function and general location)
- Project Selection (prioritizing limited funding for projects that implement the plan)
- Project Development (how to implement the project; assess engineering alternatives)
- Design & Construction (delivering the project)

Each transportation program described below follows an established decision making process that is not part of these guidelines. These process overviews are included solely to provide context for the role of public involvement in each program. The individual programs are subject to change. The four stages and the typical public involvement strategies and tools for each are described below.

A. Transportation System Planning

The Transportation System Plan (TSP) is an element of the county’s Comprehensive Plan. The TSP is a long-range plan that establishes the goals, objectives and specific strategies to meet existing and future needs for the movement of people and goods to, from and within Washington County. It establishes the need, general location and size of future transportation facilities and sets policies and priorities for implementing the plan—constructing, operating and maintaining the transportation system. In short, it provides a framework for future implementation of transportation system improvements. Prior to being funded, major transportation projects must be included in the TSP.

The TSP is periodically reviewed and updated, typically every 5 to 10 years. It is being updated in 2012-2014. The current TSP decision making process is illustrated in Figure 1. The Board of County Commissioners (BCC) is the ultimate TSP decision making body, but it receives input from:

- the county’s Planning Commission
- an Interagency Coordinating Committee made up of city and special district representatives who advise the TSP project team
• a board-appointed Community Advisory Committee including neighborhood, business and advocacy group representatives who advise the TSP project team
• the TSP project team
• the public

These relationships are illustrated in Figure 1 below:

Figure 1: TSP Decision Making Process

With each TSP review and update process, a public involvement plan will be developed based on these guidelines and reviewed with the Board of County Commissioners. TSP Objective 9.1 (ref. Exhibit 15 of A-Engrossed Ordinance 768, adopted October 1, 2013) acknowledges the importance of public input in all stages of transportation planning, project selection and project development. Key elements of the 2012-2014 TSP update public involvement process include:

• a website, featuring all pertinent documents, interactive maps, an informational video, a public comment feature, listings of all advisory committee meetings and meeting materials, and more
• an eSubscription (email list) an Interested Parties list to keep interested parties informed
• open houses and workshops
• Citizen Participation Organization (CPO) and Committee for Citizen Involvement (CCI) meetings
• participation in community events (farmer’s markets, fairs, etc.)
• information in print and electronic newsletters (county and CPO newsletters)
• a Community Advisory Committee
• an Interagency Coordinating Committee (county, cities, and public service providers)
• periodic updates to the Washington County Coordinating Committee, Washington County Planning Commission and Board of County Commissioners
• public hearings before the Planning Commission and Board of County Commissioners
B. Project Selection

Once the need for a future improvement has been identified through the TSP, the next step in delivering a planned transportation project is scoping, prioritizing, selecting and funding the project for construction. Over the past 20 years the county’s project identification and selection has changed from a single Capital Improvement Program (CIP) process to one that encompasses several programs housed under the umbrella of the overall County budget. Geographic equity is a guiding principle when allocating limited transportation resources.

Each program has its own public involvement process specifically tailored for that program, and more information is provided in the following descriptions. The public involvement process for each respective program typically remains relatively consistent from one cycle to the next. However, the process is never assumed to be perfect and techniques for public involvement continue to evolve, so each program is assessed on an ongoing basis and the public involvement process can be refined and adjusted as appropriate.

Ultimately, all the capital construction programs are reviewed and incorporated into the county’s budget process, which has its own defined public involvement process. Selected projects and their associated funding are considered annually in the following fiscal year’s budget. This process uses tools such as the county website, public meetings, and mandatory public hearings with the county’s Budget Committee and Board of County Commissioners (BCC).

1. MSTIP

MSTIP project selection typically occurs on a five- to six-year cycle and includes the following steps (also refer to Figure 2):

- Initial project nominations are prepared by county and city staff and presented to the Washington County Coordinating Committee (WCCC), its associated Technical Advisory Committee (WCCC TAC), and the BCC. Nominations typically include projects that have been identified as high-priority needs by one or more agencies based on prior public input opportunities (through the TSP, studies, or other processes).
- Following initial WCCC and BCC review, descriptions of the nominated projects are distributed for public review and comment.
- Public comments are compiled, summarized, and shared with the WCCC, WCCC TAC, and the BCC.
- Following the public outreach and input phase, the WCCC recommends a package of projects to the BCC based on ranking, public input, the program’s funding limitations, and geographic equity.
- The BCC reviews, revises as appropriate, and approves the MSTIP funding program.

With each round of MSTIP project selection, a public involvement plan will be developed based on these guidelines and reviewed with the Washington County Coordinating Committee and Board of County Commissioners. Past MSTIP public involvement efforts have included:

- a website featuring pertinent documents
- an eSubscription (email list) and Interested Parties list to keep interested parties informed
- WCCC TAC, WCCC and BCC meetings
- open houses
- virtual (online) open house
- information in print and electronic newsletters (County and CPO newsletters)
- media releases and media coverage
- Citizen Participation Organization (CPO) and other community meetings

**Figure 2: MSTIP Decision Making Process**

2. TDT

Cities administer the TDT program within their boundaries. The county administers the program in unincorporated areas of the county. Individual jurisdictions make TDT funding recommendations, which the Washington County Coordinating Committee then reviews.

A key benefit of TDT is the ability to use the funds to leverage other funding sources to construct capacity improvements. County and city staff work together closely to evaluate collaboration opportunities to fund improvements that provide mutual benefit to city and county residents. Combining TDT funds with MSTIP and other funding sources can provide ‘gap’ funding needed to advance major capacity improvement projects.

The Board of County Commissioners (BCC) and/or the County Administrative Office (CAO) review county TDT expenditures in conjunction with contract approvals or other project-related expenditure requests.

3. Minor Betterment Program

The Minor Betterment Program utilizes a small allocation from the Road Fund ($500,000 in both FY 12-13 and FY 13-14) to construct small-scale, typically interim improvements on county roads.
Each year, the LUT Director recommends the program’s funding allocation, which is then reviewed as part of the department’s annual budget process.

Project solicitation and selection overview:

- Project nominations are solicited from the public each year through department and CPO newsletters, county websites, media releases and media coverage.
- LUT staff compile and preliminarily scope all nominated projects. Projects are then ranked based on criteria adopted by the Minor Betterment Program Review and Selection Committee, which includes LUT staff and community representatives from the Urban Road Maintenance District Advisory Committee (URMDAC), the Rural Road Operations and Maintenance Advisory Committee (RROMAC), and the Committee for Citizen Involvement (made up of representatives from all active CPOs).
- The selection committee meets to evaluate project nominations and recommends a list of the top 20 to 25 proposed projects to distribute for public comment.
- After reviewing public input, the committee finalizes its project recommendations considering project ranking, public input, and the program’s funding limitations.
- The committee forwards a recommended list of projects to the LUT Director.
- LUT staff further scopes recommended projects, which are then included in the upcoming year’s LUT budget proposal as a component of the Operations & Maintenance Division’s Annual Work Program.
- The county Budget Committee reviews and the BCC approves the LUT budget each year.

Public involvement for Minor Betterments is programmatic rather than project-specific. Public input tools have included, but are not limited to:

- a website featuring pertinent documents, including notices of committee meetings and meeting materials
- an eSubscription (email list) to keep interested parties informed
- print and electronic newsletters (county and CPO newsletters)
- media releases and media coverage
- Citizen Participation Organization (CPO), Committee for Citizen Involvement (CCI) and other community meetings

4. URMD Safety Projects

In September 2011, the Board of County Commissioners adopted an ordinance authorizing the use of URMD (Urban Road Maintenance District) funds for minor safety improvements on any road within the district boundary for the first time. Previously, URMD funded only routine road maintenance on local roads within the district.

Each year, the Board-appointed URMD Advisory Committee (URMDAC) makes a recommendation for the safety funding allocation, which the Board reviews as part of the district’s annual budget approval process. The URMD safety project nomination and selection process is nearly identical to that for the Minor Betterment Program described above, with one notable difference—URMDAC
is the advisory body that makes project selection recommendations to the LUT Director for URMD safety projects.

5. Neighborhood Streets Program

The Neighborhood Streets Program (NSP) works with neighborhoods in urban unincorporated areas to address traffic concerns on residential streets. URMD funds the NSP. The NSP has a neighborhood involvement, project selection and implementation process approved by the Board of County Commissioners that it will continue to follow. However, these guidelines may be used to supplement the existing NSP process as appropriate, particularly when serving neighborhoods with limited English proficient populations or populations historically underserved in transportation systems due to demographic, geographic or economic characteristics impeding or preventing their access to public services.

6. Other funding sources

The county also participates in other transportation programs and constructs projects funded through federal, state, and other sources. Examples include:

- Recommendations for projects to include in the Regional Transportation Plan and Metropolitan Transportation Improvement Program (MTIP, managed by Metro) and the State Transportation Improvement Program (STIP, managed by the Oregon Department of Transportation)
- Requests for project or program funding from external sources including Regional Flexible Funds (Metro), Transportation and Growth Management planning grants (ODOT), and other regional, state or federal programs.

These outside programs follow decision making processes established by the funding or administering agency. Some programs also have defined public involvement guidelines. For these outside programs, the public involvement and outreach methods utilized by LUT are typically similar to those described herein, incorporating tools and strategies listed in Appendix D: Toolkit of Public Involvement Tools and Techniques along with any outside agency requirements.

C. Project Development

Once funded, Project Development (PD) is the next step in the life of a transportation project. PD is typically defined as the portion of the project from inception to 30 percent design. Project Development’s essential purpose is to determine how to implement a project the TSP has identified and the project selection process has prioritized and funded. PD is a fluid process where key decisions about design, configuration, alignment (if applicable) and amenities are established. Where applicable, this stage may also include a land use/development review process.

The first step in the PD phase is formation of the project design and management team. The Board of County Commissioners (BCC) or County Administrative Office (CAO) approve all contracts related to the project consultants. The project manager prepares a Project Prospectus, a standard project summary document that guides the project during the PD phase. It contains pertinent information used to develop a defined project scope of work, including: a project description, estimated project costs, funding source(s), anticipated permit(s), right-of-way and land use requirements, and public involvement needs and strategies.
Projects vary widely in their location, context, scope, scale, complexity, and community impacts. Examples include:

- operational improvements, such as installing traffic signals or adding a turn lane at an existing intersection
- roadway improvement projects primarily within existing right-of-way having limited impacts on adjacent properties and traffic operations during construction
- major roadway improvement projects requiring significant right-of-way acquisition, temporary road closures, or other traffic impacts during construction

Relatively small, low cost projects may be complex and have significant impacts on a localized group of stakeholders. Larger, higher cost projects may be relatively straightforward and have little permanent impact on adjacent residents.

As a result, the public involvement resources or strategies employed on each project will vary, as will the degree to which each resource or strategy might be utilized. Specific resources, tools, and strategies in Appendix D: Toolkit of Public Involvement Tools and Techniques are selected as LUT project teams develop a project’s public involvement plan. The project team applies these guidelines along with their professional judgment and experience based on past projects to determine which public involvement tools and techniques are appropriate for each specific project. The public involvement plan developed through this process will be specifically tailored to that project. The public involvement plans may be modified as projects progress, if appropriate.

The project prospectus identifies key factors such as project size, potential right of way and environmental impacts, land use approvals, permitting requirements, potentially affected or interested public and private stakeholders, and available public information and involvement tools. The number, location and extent of specific property owner impacts may not be known until well into the project development process. As any additional property owner impacts are identified, the affected owners will be included in the project’s public involvement efforts moving forward.

The completed Project Prospectus, including the proposed public involvement elements, is reviewed by LUT’s Bicycle and Pedestrian Coordinator and the LUT Leadership Team (all division managers, Policy Analyst and Assistant Director) and then forwarded to the LUT Director for review and approval. As a project advances through the planning, design, and implementation phases, it may become necessary to modify the public involvement component to address changes in the project or participants.

Public involvement tools and strategies for project development may include the following:

- an eSubscription (email list) and/or Interested Parties list to keep interested parties informed
- print and email project updates to interested parties list (may include postcards)
- print and electronic newsletters (county and CPO newsletters)
- project information signs at project site
- project website featuring pertinent documents
- social media updates
- media releases at major project milestones
• open houses
• Citizen Participation Organization (CPO) and other community meetings
• Project Focus Group or Community Advisory Committee for select projects with significant community impacts

At a minimum, each project will typically include the following public involvement tools to convey the project needs, goals, and constraints; scope of work; schedule; funding source(s); land use application and other permit status (if applicable); and construction impacts:
• provision for interested parties to receive on-going project updates
• creation of a project-specific webpage that is updated throughout the project
• an open house at the beginning of project development
• an open house prior to commencing construction—this may include an opportunity for the public to meet the contractor
• Providing project information in other languages or alternative formats upon request.

Open house notification is provided through a direct mailing, media release, and the project webpage.

D. Final Design and Construction
At this stage, major project decisions have been made. The public involvement focus at this stage is keeping stakeholders and interested parties informed about the progress of final design and construction.

Typical public information tools and strategies utilized at this stage include:
• provision for interested parties to receive on-going project updates
• print and email project updates to interested parties list (may include postcards)
• maintenance of a project website
• one or more open houses prior to commencing construction
• information in print and electronic newsletters (county and CPO newsletters)
• project information signs at project site
• social media updates
• media releases at major project milestones and for planned construction activities that may potentially cause major traffic impacts

Open house notification is provided through a direct mailing, media release, and the project webpage.
VI. DEVELOPING A SUCCESSFUL PUBLIC INVOLVEMENT PLAN

LUT’s goal is to ensure that every member of the public has the opportunity to participate in the planning of our transportation system and the development and delivery of transportation projects in an appropriate, cost-effective, and efficient manner. We seek to find an appropriate balance between the importance of public involvement and being good stewards of limited public funds by delivering projects in a timely way and within the established budget.

No two programs or projects are exactly alike. The process below is intended to provide LUT project teams flexibility to develop public involvement plans that encourage broad-based, early and continuing opportunities to engage with the public and are tailored to the needs of each program or project and consistent with the department’s public involvement objectives (Section IV of this document). This process also incorporates best practices designed to help LUT comply with federal nondiscrimination requirements including Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, Executive Order 12898 on Environmental Justice and related statutes and regulations in its programs and activities.

The public involvement tools and techniques employed for each program or project will vary, as will the degree to which each tool or technique might be utilized.

**Clarify the project’s purpose, objectives and anticipated outcomes**

The Project Purpose Articulation form (Appendix A) may be used for this purpose. For Project Development and Final Design and Construction, the Project Prospectus will incorporate the pertinent information.

**Identify public participation objectives**

Consider the Public Involvement Objectives in Section IV of these guidelines. Appendix B: Public involvement evaluation criteria may also be used to help develop and clarify public involvement objectives, desired outcomes and strategies for a program or project.

**Identify participants**

Identify the various parties and interests potentially affected by the program or project so that the final public involvement plan will provide opportunities for meaningful involvement of all potentially affected people.

When identifying stakeholders consider:

- directly affected property owners and residents
- those who may use the project
• affected public agencies
• community, neighborhood and civic organizations, including CPOs
• community service providers, including schools, churches, health care providers, libraries, etc.
• major employers, local businesses, business associations, chambers of commerce, etc.
• freight transportation interests
• representatives of users of pedestrian walkways and bicycle transportation facilities
• the potential presence of populations historically underserved in transportation systems due to demographic, geographic or economic characteristics impeding or preventing their access to public services, such as those with:
  o limited English proficiency
  o diverse cultural backgrounds
  o low-income
  o disabilities
  o seniors
  o youth

To identify these potentially underserved populations:
• conduct a demographic analysis to understand the location of potentially underserved communities using data from the U.S. Census Bureau, school districts and other available sources
• consider reviewing results with local cities and community organizations, neighborhood associations or civic organizations

Develop the public involvement plan

With the target audience(s) identified, craft a public involvement plan that is responsive to the project goals and public involvement objectives, and considers the needs of all potentially affected community members.

For the TSP, MSTIP and special projects or programs, LUT project teams consisting of LUT staff and/or consultants create program- or project-specific public involvement plans. These plans are reviewed with the LUT Director and Board of County Commissioners. For Project Development, Design and Construction, the Project Prospectus includes a public involvement element. The prospectus is approved by the Director.

Be clear what you are asking of the public and other stakeholders:
Help participants understand what is being asked of them and how their input will be used in the decision making process. Set clear expectations for how public input may or may not affect decision making. Don’t ask for input if there is no opportunity to affect the outcome or if a decision has already been made earlier in the process. Do not choose tools that offer more input than will be considered.
Build and maintain relationships:
An effective public involvement process includes building relationships with stakeholders. Identifying and engaging potentially affected stakeholders early in the process helps the project team get to know the community. This will help to develop a public involvement plan that better reflects the needs, resources and capacity of the community and partnering agencies and jurisdictions. Maintaining and expanding those relationships with ongoing information and solicitation of feedback results in outcomes that may be more durable and broadly supported.

Reduce barriers to participation:
The needs of populations historically underserved by transportation systems due to demographic, geographic or economic characteristics impeding or preventing their access to public services should explicitly be considered throughout the decision making process. This may involve providing language translation and/or collaboration with community organizations that serve diverse populations. The checklist in Appendix C: Public Involvement and Non-discrimination Checklist should be considered when developing a public involvement plan.

When identifying potential translation needs, consider the Department of Justice four-factor analysis to help ensure communities having limited English proficiency are able to become involved. The four factors are:
- the number or proportion of limited English proficient (LEP) persons eligible to be served or likely to be encountered by a program, project or service
- the frequency with which LEP individuals come in contact with the program, project or service
- the nature and importance of the transportation process, program or project and any proposed changes
- the program, project or service resources available for language assistance and costs of language assistance

In all public materials, provide information about who to contact with questions or comments and how to obtain additional information. Offer multiple contact options – web, email and phone for example.

Pick the right tools for the project and the identified audience(s):
When developing a public involvement plan, consider Appendix B: Public Involvement Evaluation Criteria when selecting public involvement tools and strategies best suited to a particular program or project.

Select the combination of public involvement tools and strategies from Appendix D: Toolkit of Public Involvement Tools and Techniques that best corresponds with:
- the public involvement objectives in Section IV of this document
- program or project goals
- anticipated levels of public involvement (inform, consult, involve, collaborate)
- the identified stakeholders, including the needs of identified populations historically underserved in transportation systems due to demographic,
geographic or economic characteristics impeding or preventing their access to public services
• the realities of the project’s timing, staffing and budget constraints

Consider external review:
Particularly for major projects, consider reviewing the draft public involvement plan with outside groups, including the Committee for Citizen Involvement (CCI) and/or the affected Citizen Participation Organization (CPO). Also consider other community organizations that primarily serve historically underrepresented populations that may be affected by the project.

Implement and adapt as needed
In the course of implementing the plan, it is anticipated that limited adjustments to the plan may be appropriate based on feedback from the public and/or the project team. When considering adjustments, apply the principles in Steps 1 through 4 above. It will be helpful for future public involvement efforts to document what adjustments were made and why.

Report out and evaluate
Prepare a report summarizing public comments to be shared with decision makers prior to their decision. In addition, maintain a record of verbatim comments that can be provided to decision makers upon request.

It is important to monitor and evaluate public involvement throughout the entire process. Evaluation of one public involvement effort can inform future public involvement efforts. The public involvement evaluation criteria in Appendix B should be considered.

Consider a final debrief of the public involvement plan with organizations or agencies that reviewed the draft plan. This could provide an opportunity for a constructive two-way dialogue regarding what tools, techniques and strategies proved effective or ineffective for a particular transportation effort and to share information that may be helpful in future public involvement efforts.
VII. APPENDICES

Appendix A: Project Purpose Articulation

Appendix B: Public Involvement Evaluation Criteria

Appendix C: Public Involvement and Non-discrimination Checklist

Appendix D: Toolkit of Public Involvement Tools and Techniques

Appendix E: Oregon Statewide Land Use Planning Goals 1 and 2
Appendix A: Project Purpose Articulation

Clarity around a project’s purpose and desired outcomes is fundamental to crafting an appropriate, meaningful and efficient public involvement strategy. This form should be used when developing a public involvement and/or communications plan. For project development and final design and construction, these statements should be considered when developing the Project Prospectus. See next page for an example of how to complete this form.

<table>
<thead>
<tr>
<th>The purpose of this project is to:</th>
</tr>
</thead>
<tbody>
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<table>
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<tr>
<th>This project will result in:</th>
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</table>

<table>
<thead>
<tr>
<th>The purpose of public involvement for this project is to:</th>
</tr>
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<tr>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>Stakeholders and members of the public who should be engaged are:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>The public involvement will be successful if:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>This project will be successful if:</th>
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<td></td>
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</tbody>
</table>
**FOLLOWING IS AN EXAMPLE OF HOW TO COMPLETE THIS FORM:**

**TRANSPORTATION SYSTEM PLAN 2035 UPDATE**

<table>
<thead>
<tr>
<th>The purpose of this project is to:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Update the county’s Transportation System Plan (TSP) to reflect changes in existing conditions and needs, new state and regional policies, and new county priorities.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>This project will result in:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Board of County Commissioners adoption of an ordinance updating the TSP looking ahead to horizon year 2035, including updated goals, policies and strategies and updated system maps.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>The purpose of public involvement for this project is to:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Inform the public and potentially affected stakeholders about the importance of the TSP, TSP decision points/project milestones, meetings, outreach events, or other public involvement opportunities.</td>
</tr>
<tr>
<td>• Provide early and ongoing opportunities for stakeholders to raise concerns and issues.</td>
</tr>
<tr>
<td>• Encourage involvement by all potentially affected stakeholders and members of the public, regardless of race, ethnicity, age, disability, income or primary language.</td>
</tr>
<tr>
<td>• Build on existing, and expand to new, relationships with jurisdictions, service providers, organizations and interest groups that may be impacted by this effort or who may have constituents affected by the outcomes.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Stakeholders and members of the public who should be engaged are:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Elected officials and staff from the county, cities and other potentially affected agencies, including cities, school districts, law enforcement and emergency service providers, park providers, Metro, TriMet, and the Oregon Department of Transportation.</td>
</tr>
<tr>
<td>• Washington County Citizen Participation Organizations (CPOs), Committee for Citizen Involvement (CCI), neighborhood associations, business associations, etc.</td>
</tr>
<tr>
<td>• Transportation system users representing all travel modes, including auto, freight, transit, pedestrian and cycling, as well as the disabled, seniors, youth, those with limited English proficiency, and others that are historically hard to reach.</td>
</tr>
<tr>
<td>• Urban and rural interests, including both city and urban unincorporated interests.</td>
</tr>
<tr>
<td>• Standing county advisory committees, including the Washington County Coordinating Committee, Planning Commission, Rural Road Operations and Maintenance Advisory Committee, and Urban Road Maintenance District Advisory Committee</td>
</tr>
<tr>
<td>• Members of the media</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>The public involvement will be successful if:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Participants feel they had early and ongoing opportunities for meaningful input to the project</td>
</tr>
<tr>
<td>• Stakeholders and interested parties are able to access timely and meaningful information</td>
</tr>
<tr>
<td>• Decision makers are afforded the opportunity to consider public input prior to key decisions</td>
</tr>
<tr>
<td>• The public understands how decisions were made.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>This project will be successful if:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• The TSP update is completed on time</td>
</tr>
<tr>
<td>• The outcomes above are achieved.</td>
</tr>
</tbody>
</table>
Appendix B: Public Involvement Evaluation Criteria

The following evaluation criteria may be used in conjunction with Appendices A, C, and D at the beginning of a process, program or project to help LUT project teams identify potential measures of success for public involvement efforts and to help guide the selection of appropriate public involvement tools.

These criteria may also be used at the end of a process, program or project to help evaluate the success of the public involvement efforts.

<table>
<thead>
<tr>
<th>Evaluation Criteria</th>
<th>Evaluation Metric</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gather input by providing meaningful opportunities to participate</td>
<td>Were efforts made to engage those most affected by the program, project or service?</td>
</tr>
<tr>
<td></td>
<td>Were community organizations engaged and offered materials to share with their networks?</td>
</tr>
<tr>
<td></td>
<td>If a decision making process, were people invited to share input in advance of each decision-making milestone? And, was that input shared directly with decision makers at meetings?</td>
</tr>
<tr>
<td></td>
<td>How many people visited the project website?</td>
</tr>
<tr>
<td></td>
<td>Were website referrals received from partners, stakeholders or community organizations?</td>
</tr>
<tr>
<td></td>
<td>How many people subscribed to the newsletter?</td>
</tr>
<tr>
<td></td>
<td>How many people unsubscribed from the newsletter?</td>
</tr>
<tr>
<td></td>
<td>Did your interested parties’ database grow after the public engagement period began?</td>
</tr>
<tr>
<td></td>
<td>How many people clicked through project emails to the website or survey, if applicable?</td>
</tr>
<tr>
<td></td>
<td>How many people opened the email or survey, if applicable?</td>
</tr>
<tr>
<td></td>
<td>How many @replies, mentions or comments on social media were received?</td>
</tr>
<tr>
<td></td>
<td>How many people attended a public meeting or open house?</td>
</tr>
<tr>
<td></td>
<td>Were online opportunities to participate also available in other formats?</td>
</tr>
<tr>
<td></td>
<td>Were in-person opportunities to participate held at accessible locations? At various times? And supplemented by online opportunities?</td>
</tr>
<tr>
<td></td>
<td>How many comments were received?</td>
</tr>
<tr>
<td></td>
<td>What types of comments were made?</td>
</tr>
<tr>
<td></td>
<td>What was the demographic make-up of participants?</td>
</tr>
<tr>
<td></td>
<td>Did public involvement activities help build the capacity of people to participate in future public processes?</td>
</tr>
<tr>
<td></td>
<td>Would people provide input in the future?</td>
</tr>
<tr>
<td></td>
<td>Did public input result in modifications or changes to the project?</td>
</tr>
</tbody>
</table>

(continues on next page)
<table>
<thead>
<tr>
<th>Evaluation Criteria</th>
<th>Evaluation Metric</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Involve underserved communities such as those with limited English proficiency,</strong></td>
<td>Was a demographic analysis of the program, project or service area completed in order to identify race, language proficiency and income levels?</td>
</tr>
<tr>
<td><strong>diverse cultural backgrounds, low-income, disability,</strong></td>
<td>Was a four-factor LEP analysis completed to assist in determining an approach to language assistance?</td>
</tr>
<tr>
<td><strong>income, seniors and youth.</strong></td>
<td>Was material translated and/or provided to communities that have a limited ability to speak English?</td>
</tr>
<tr>
<td></td>
<td>Were translation services made available upon request?</td>
</tr>
<tr>
<td></td>
<td>Was project information made available at accessible locations such as health care clinics, local and ethnic markets, community centers and schools?</td>
</tr>
<tr>
<td></td>
<td>How many comments were received in languages other than English?</td>
</tr>
<tr>
<td></td>
<td>Did meeting materials include LUT’s non-discrimination and language assistance notice?</td>
</tr>
<tr>
<td></td>
<td>Did meeting materials include an ADA notice?</td>
</tr>
<tr>
<td></td>
<td>Was material provided in alternative formats upon request? <em>(i.e. Braille)</em></td>
</tr>
<tr>
<td></td>
<td>Were meeting locations accessible and barrier free?</td>
</tr>
<tr>
<td></td>
<td>Were community organizations that serve low-income communities, communities of color, people with limited English proficiency, youth or persons with disabilities engaged?</td>
</tr>
<tr>
<td><strong>Communicate complete, accurate,</strong></td>
<td>Was the information to be shared tested for clarity by people not involved in the program, project or service?</td>
</tr>
<tr>
<td><strong>understandable and timely information</strong></td>
<td>Was the information reviewed for accuracy?</td>
</tr>
<tr>
<td></td>
<td>Were documents deemed “vital” translated into other languages?</td>
</tr>
<tr>
<td></td>
<td>Were people made aware of the availability of information through email, web or partner networks?</td>
</tr>
<tr>
<td></td>
<td>Were meetings, workshops, surveys and other opportunities to participate clearly advertised on the project website and emailed to the interested persons list?</td>
</tr>
<tr>
<td></td>
<td>Were project-sponsored meetings advertised on the project website at least two weeks in advance?</td>
</tr>
<tr>
<td></td>
<td>Were people given advance notice of project briefings at community meetings such as neighborhood associations?</td>
</tr>
<tr>
<td></td>
<td>Were formal public comment periods advertised with adequate notice <em>(30 days preferred; 15 days minimum)</em>?</td>
</tr>
<tr>
<td></td>
<td>Did people feel their involvement was considered/acted upon?</td>
</tr>
<tr>
<td></td>
<td>Was information clearly advertised on Twitter, Facebook and other social media sites?</td>
</tr>
<tr>
<td></td>
<td>What type of news or media coverage did the project receive?</td>
</tr>
<tr>
<td></td>
<td>Was information available at least one week in advance of any decisions based on that information?</td>
</tr>
</tbody>
</table>
Appendix C: Public Involvement and Non-discrimination Checklist

This checklist incorporates best practices to help the Department of Land Use & Transportation ensure effective public involvement and compliance with applicable federal nondiscrimination requirements including Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, Executive Order 12898 on Environmental Justice and related statutes and regulations in its programs and activities. Records such as those indicated below should be retained with project files.

☐ At the beginning of the transportation plan, program or project, develop a public involvement plan to encourage broad-based, early and continuing opportunities to engage with the public, affected public agencies, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties. In addition, prepare a demographic analysis to understand the location of communities of color, limited English proficiency and low-income populations, disabled, seniors and youth in order to include them in engagement opportunities.

*Records: public involvement plan and/or procedures, summary of/or maps illustrating demographic analysis*

☐ Identify appropriate interested and affected groups and maintain contact information in order to share project information, updates at key decision points and opportunities to engage and comment. Send requests for input at least 15 days in advance of the engagement activity or input opportunity. Notices must include a statement of non-discrimination.

*Records: list of interested and affected parties, dated copies of communications and notices sent, descriptions of initial efforts to engage the public including strategies used to attract interest and obtain initial input; for announcements sent by mail or email document number of persons/groups on mailing list*

☐ Leading up to key decision points and formal comment periods, make targeted efforts to engage identified underrepresented populations such as those with limited English proficiency, diverse cultural backgrounds, low-income, disability, seniors and youth and provide language assistance, as needed. Hold meetings or events in accessible locations with access to transit. Language assistance may take the form of translation of key materials for populations with limited English proficiency, using a telephone language line service to respond to questions or taking input in different languages and/or providing translation at meetings or events.

*Records: list of community organizations and/or diverse community members with whom coordination occurred; description of language assistance resources and how they were used, dated copies of communications and notices sent, descriptions of audiences engaged*
Consider benefits and burdens to environmental justice and limited English populations as identified in the demographic analysis through engagement activities, in light of the proposed project.

*Records: description of identified environmental justice and limited English populations and qualitative information about benefits and burdens related to them, in light of the proposed project*

At key decision points, provide a forum(s) for timely, accessible input.

*Records: descriptions of opportunities for ongoing engagement (i.e. periodic online polls, project email address, regular presentations or committee briefings, project advisory committee formation and materials), descriptions of opportunities for input at key milestones (i.e. screening and prioritization criteria, recommendations), public meeting records (date, location, attendance), poll information (publication method(s), number of responses received, demographics of respondents)*

At key decision points, public comments and responses were compiled, summarized and provided in a timely manner to decision-makers for consideration.

*Records: description of how public comments were considered throughout the process, compilation of all comments received as well as a summary of those comments, description of how public comments were conveyed to decision-makers*

Provide adequate notice regarding final adoption of the plan or program, if applicable, at least 15 days in advance of adoption, if feasible. Include information and instructions for how to testify, if applicable.

*Records: dated copies of the notices; for announcements sent by mail or email document number of persons/groups on mailing list*

At the conclusion of the transportation plan, program or project, prepare a summary of the key elements of the public involvement process, including outreach to communities of color, limited English and low-income populations.

*Records: summary report*
Appendix D: Toolkit of Public Involvement Tools and Techniques

The list on the following pages includes tools and techniques that the Department of Land Use & Transportation may use to inform and/or involve the public in existing and new programs and projects. The levels of public participation each of these tools and strategies is intended to achieve are based on the International Association for Public Participation (IAP2) Spectrum of Public Participation (graphic below).

Current adopted county transportation processes typically specify elected or appointed boards and commissions as the final decision making body. Therefore, the tools in this toolkit are evaluated on their suitability to inform, consult, involve and collaborate with the public. This toolkit can be updated as new public involvement techniques and best practices emerge.

IAP2 Spectrum of Public Participation

- **Inform**
  - To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.

- **Consult**
  - To obtain public feedback on analysis, alternatives and/or decisions.

- **Involve**
  - To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.

- **Collaborate**
  - To partner with the public on each aspect of the decision including the development of alternatives and the identification of the preferred solution.

- **Empower**
  - To place final decision-making in the hands of the public.

Tools and techniques from this toolkit will be chosen on a project-by-project basis to reach key audiences per project goals. The tools in the toolkit are arranged into the following categories:

- written and graphic information to build awareness and understanding and/or seek input
- online engagement
- in-person engagement
- visual communication
- involving limited English proficient (LEP) populations, communities of color, low-income households, elderly, youth and persons with disabilities
- media coordination
- other tools or techniques to consider

Source: International Association for Public Participation (IAP2) [www.iap2.org](http://www.iap2.org)
### Appendix D: Toolkit of Public Involvement Tools and Techniques

A menu of communication tools that can be used to inform and involve the public regarding county transportation projects, programs and activities.

NOTE: Specific techniques and tools will be applied to specific programs and projects at the discretion of the Department of Land Use & Transportation (LUT) or the Board of County Commissioners (if appropriate) based on project goals and other factors as outlined in the LUT Public Involvement Guidelines for Transportation System Planning, Project Selection and Project Development.

<table>
<thead>
<tr>
<th>Technique/Tool</th>
<th>Description</th>
<th>IAP2 Spectrum of Public Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Written and graphic information to build awareness and understanding and/or seek input</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Interested Parties list/Project mailing list</td>
<td>Database for communicating with interested parties, stakeholders, partners, elected officials, and members of committees and boards. The public can sign up for many LUT project or program-specific lists by calling 503-846-4530, emailing <a href="mailto:lutdir@co.washington.or.us">lutdir@co.washington.or.us</a> or visiting <a href="http://washtech.co.washington.or.us/subscriptions">http://washtech.co.washington.or.us/subscriptions</a></td>
<td>●</td>
</tr>
<tr>
<td>Public meeting notice</td>
<td>Provides notice of board and committee meetings or program/project-specific events or activities. Where agendas are provided, they should include the date and time of the next meeting (if known), a nondiscrimination, language assistance, ADA and TTY/TDD notice.</td>
<td>●</td>
</tr>
</tbody>
</table>
| County print and electronic newsletters | May include email updates to a specific Interested Parties or project mailing list to announce events or at project milestones. Newsletters may include a request to provide comments about a department program, project, or activity. The Department of Land Use & Transportation (LUT) also provides regular periodic newsletters that typically include information about department projects and programs, including upcoming meetings, open houses, traffic impacts associated with department projects, and other information. Examples:  
  - **LUT Weekly Update** is a weekly email newsletter. eSubscription available at http://washtech.co.washington.or.us/subscriptions  
  - The quarterly **Updates** newsletter is distributed in print (by mail) to approximately 10,000 Citizen Participation Organization (CPO) newsletter mailing list members and to approximately 1,200 residents who have subscribed directly with LUT. Print copies are also distributed to libraries and county buildings. An additional 1,200 residents subscribe electronically. Subscribe for the print version by calling 503-846-4530 or email UpdatesNewsletter@co.washington.or.us. Subscribe for an email version at http://washtech.co.washington.or.us/subscriptions | ● ●                                   |
Appendix D: Toolkit of Public Involvement Tools and Techniques

A menu of communication tools that can be used to inform and involve the public regarding county transportation projects, programs and activities.

<table>
<thead>
<tr>
<th>Technique/Tool</th>
<th>Description</th>
<th>Inform</th>
<th>Consult</th>
<th>Involve</th>
<th>Collaborate</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Written and graphic information to build awareness and understanding and/or seek input (continued)</strong></td>
<td></td>
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<tr>
<td>CPO print and electronic newsletters</td>
<td><em>Citizen Participation Organization (CPO) Newsletters</em> are generally distributed monthly by mail or electronically. They often include information on LUT programs and projects. Newsletters may include a request to provide comments about a department program, project, or activity. Sign up at <a href="http://extension.oregonstate.edu/washington/cpo/news-signup">http://extension.oregonstate.edu/washington/cpo/news-signup</a> or call 503-821-1150.</td>
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<tr>
<td>Fact sheet/Frequently Asked Questions (FAQ) handout</td>
<td>Project, program, or activity-specific information provided to target audiences in written form and/or posted on the county website.</td>
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<tr>
<td>Flyer or brochure</td>
<td>Written materials that can be handed out and/or posted in community locations to provide a project overview, project updates, refer people to the project website or highlight project milestones. They may offer the opportunity to participate or comment.</td>
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</tr>
<tr>
<td>Postcard/Mailer</td>
<td>Mailed cards used to announce meetings, events or comment periods or provide project updates. They may offer the opportunity to participate or comment. Informational mailings are sent to residents, property owners and stakeholders in the vicinity of proposed road projects. Mailings can range from under 100 addresses on a small project in a rural area, to well over 10,000 addresses on a large, complex urban project.</td>
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<tr>
<td>Promotion through partners</td>
<td>Prepared material, email or web content that can be forwarded by cities, other agencies, community organizations, and other project partners or placed in public venues such as libraries, community centers, and places of worship in order to increase project reach when informing, inviting participation or seeking public comment.</td>
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<tr>
<td>Project signs</td>
<td>Informational signs placed at the location of a future or current road project to inform travelers, nearby residents and businesses of:● the project name● contact information (website and phone number)● open houses and other project-related eventsProjects may also include informational signs reminding road users that the improvement is a result of their tax dollars at work.</td>
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</tr>
<tr>
<td>Web link or agenda tags</td>
<td>Web link or other quick note(s) about an upcoming event, public comment opportunity or survey that can be added to an email signature or the bottom of upcoming agendas.</td>
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<tr>
<td><strong>Online Engagement</strong></td>
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<tr>
<td>Websites</td>
<td>Information on department programs, projects, activities and services as well as engagement opportunities. LUT maintains information about each major project on the county's website. Project status information is also available on the county's road information page.</td>
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<td></td>
<td>• County website: <a href="http://www.co.washington.or.us">www.co.washington.or.us</a></td>
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<td></td>
<td>• LUT Homepage: <a href="http://www.co.washington.or.us/LUT">www.co.washington.or.us/LUT</a></td>
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<td></td>
<td>• County road information: <a href="http://www.wc-roads.com">www.wc-roads.com</a></td>
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<td></td>
<td>There may also be program or project-specific websites created by county consultants, but they will generally be accessible via links from the county website.</td>
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<tr>
<td>Social networking sites</td>
<td>Social media can be used to provide information, build awareness and share engagement opportunities with the public.</td>
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<tr>
<td>(Twitter, Facebook, etc.)</td>
<td>LUT maintains Twitter (@washcoroads) and Facebook (<a href="https://www.facebook.com/Washington-County-Oregon-Roads/133444601759">www.facebook.com/pages/Washington-County-Oregon-Roads/133444601759</a>) sites primarily related to county roads.</td>
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<tr>
<td></td>
<td>Washington County also maintains Twitter (@WashcoOregon) and Facebook (<a href="https://www.facebook.com/WashCoOregon">https://www.facebook.com/WashCoOregon</a>) sites, and other county departments maintain social media pages.</td>
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<tr>
<td>Cross-link websites</td>
<td>Highlights about a program, project, event, comment opportunity or survey on a related page on other organization’s websites—including cities, counties, Metro, or other agencies, community organizations or project partners.</td>
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</table>
### Online Engagement (continued)

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<th>Collaborate</th>
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</thead>
<tbody>
<tr>
<td>Online panels (Westside Voices and Opt-In)</td>
<td>Westside Voices (<a href="http://joinwestsidevoices.org">http://joinwestsidevoices.org</a>) is a Washington County online opinion panel that provides a way for residents to share views and help shape the future of the county by responding to short surveys about relevant community issues and/or viewing aggregate results to see how others have responded. Opt-In (<a href="http://optinpanel.org">http://optinpanel.org</a>) is Metro’s regional online panel.</td>
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<tr>
<td>Virtual Open House</td>
<td>A website configured to mimic an open house. The website may be divided into topical “rooms” (pages) that each address a specific aspect of the subject program or project. Short informational videos are often used to convey pertinent information, along with visual displays similar in nature to those that would be used in an actual open house. A comment feature is also provided to solicit feedback from the public.</td>
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### In Person Engagement

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</tr>
</thead>
<tbody>
<tr>
<td>Open house</td>
<td>Opportunity to drop in to see program or project information, talk to staff and offer formal or informal feedback at a location that is accessible to persons with disabilities and ideally accessible by transit, and at a time that is convenient. Notification by media release, project mailer, and project webpage. 30 day notice preferred; 15 day notice minimum.</td>
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<tr>
<td>Public meeting</td>
<td>Face-to-face interaction and discussion with staff and/or elected officials to learn about programs, projects or services and provide input at a location that is accessible and at a time that is convenient. Notification by media release, project mailer, and project webpage. 30 day notice preferred; 15 day notice minimum.</td>
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</tbody>
</table>
| Community organization meeting | Presentations to recognized community organizations to share information, answer questions, and/or request public input on programs or projects. Examples include:  
  - Washington County Citizen Participation Organizations (CPOs) or Committee for Citizen Involvement (CCI)  
  - City of Beaverton Neighborhood Association Committees (NACs)  
  - City of Tualatin Citizen Involvement Organizations (CIOs)  
  - formal neighborhood associations or property owner associations.                                                                                                                                   |        | •       | •       | •          |
### Appendix D: Toolkit of Public Involvement Tools and Techniques

A menu of communication tools that can be used to inform and involve the public regarding county transportation projects, programs and activities.

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<thead>
<tr>
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<tr>
<td>Neighborhood meeting</td>
<td>Formal or informal meeting with an organized or ad hoc public, neighborhood or community group to share information, answer questions, and/or request public input on programs or projects.</td>
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<tr>
<td>Community presence</td>
<td>Participation in community events at community centers, grocery stores, farmers markets or other gathering places to share information, answer questions and request public input on programs or projects.</td>
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<tr>
<td>Speakers bureau or targeted presentations</td>
<td>Presentations by staff or elected officials to neighborhood, business and civic groups around the region to share information and obtain input.</td>
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<tr>
<td>Stakeholder engagement</td>
<td>Targeted opportunities for discussion and feedback from interested parties such as community and environmental organizations, economic development interests, business and community leaders and representatives of other agencies.</td>
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<tr>
<td>Stakeholder interviews</td>
<td>To improve the baseline understanding of target audiences and inform communication planning, the project team may conduct one-on-one or group interviews with a broad range of stakeholders.</td>
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<tr>
<td>Focus group</td>
<td>Facilitated discussions held with randomly selected participants to learn about key issues, understand values and interests or test messages.</td>
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<tr>
<td>Project Focus Group/Community Advisory Committee</td>
<td>For large-scale or complex projects with significant community impacts, the formation of a project focus group or community advisory committee may be appropriate. Such a group will provide more in-depth ongoing communication between the project team and affected stakeholders (property owners, residents, businesses, institutions, facility users, CPOs).</td>
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<tr>
<td>Workshop</td>
<td>Informal meeting or series of meetings that may include presentations and/or exhibits about a project or program and where participants are asked to engage in a specific activity or set of related activities in facilitated working groups.</td>
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## Appendix D: Toolkit of Public Involvement Tools and Techniques

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<tr>
<td><strong>Public Hearing</strong></td>
<td>Several aspects of transportation projects may require formal review and approval by the Board of County Commissioners and/or other local, state, and federal agencies, including intergovernmental agreements, contract awards, project funding, permits (land use, environmental, etc.), and road closures and detours. Public meetings during the review and approval process may provide opportunities for the public to offer input and comments about transportation programs and projects. Notification will be provided in accordance with applicable agency rules and protocols, as well as being provided to interested parties through the applicable program or project website, project mailer, and/or media release as appropriate.</td>
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<tr>
<td><strong>Visual Communication</strong></td>
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<tr>
<td><strong>Maps</strong></td>
<td>Mapping, spatial analysis, economic analysis and land use/travel forecasting supports the ability to create maps that communicate spatial and other complex information visually (data sources: census, modeling, roadway and transit network, sidewalk/bike/trail network, land use districts, parks and natural areas locations).</td>
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<tr>
<td><strong>Charts, graphs and tables</strong></td>
<td>Charts, graphs or tables to illustrate complex information in a way that is easily understandable to the public and decision-makers (data sources: collection through collaboration with cities, counties, Metro and other agencies around the region).</td>
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<tr>
<td><strong>Diagrams and graphic illustrations</strong></td>
<td>Diagrams and graphic illustrations visually illustrate timelines, complex process or decision-making structures, proposed choices and their associated tradeoffs and analysis results.</td>
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<tr>
<td><strong>Photographs</strong></td>
<td>An extensive photo library offers access to images that clarify meaning and make reports and analysis more visually appealing.</td>
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<tr>
<td><strong>Map-based online public comment</strong></td>
<td>Enabling a map with project locations and descriptions to connect to local project information and a form for taking public comments, in English and/or multiple languages.</td>
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</tbody>
</table>
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### Visual Communication (continued)

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<tbody>
<tr>
<td>Interactive web pages with surveys</td>
<td>Specially-created, web-based interactive tools that ask community members to make choices between different options by visually demonstrating the options’ tradeoffs allows for participants to make choices and then explain those choices in a follow-up survey where they can also offer advice for the project or program decision-making.</td>
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</table>

### Involving Limited English Proficient Populations, Communities of Color, Low-Income Households, Elderly, Youth and Persons with Disabilities

| Relationship-building                   | Partnership with business, civic, faith-based and community organization leadership to reach underrepresented populations, provide targeted translated materials or announce public engagement opportunities.                                                                                          |        | ●       | ●       | ●           |
| Technical assistance contracts         | Technical assistance contracts may be awarded to community organizations to conduct engagement activities, reach underrepresented populations or to help better inform a project.                                                                                                          |        | ●       | ●       | ●           |
| Audience research and analysis         | Demographic and four-factor LEP analysis, community assessment and stakeholder interviews to understand different populations, abilities to speak English and cultural preferences so that engagement tools selected for public outreach are inclusive, accepted and accessible: mobile applications or text messages, online, word of mouth, radio, etc. (data sources: census, American Community Survey, Regional Equity Atlas, schools, etc.). |        | ●       | ●       | ●           |
| Plain language                         | Materials clearly written in plain language with a minimum of technical terms to enable people with limited English proficiency or low literacy to participate and comment.                                                                                                                   |        | ●       | ●       | ●           |
| Language assistance                    | In-person interpreters, a telephone language line or translated materials that communicate with people with limited English proficiency.                                                                                                                                                                                               |        | ●       | ●       | ●           |
| Alternative formats                    | Braille, sign language or communication aids at public meetings, upon request.                                                                                                                                                                                                                                                     |        | ●       | ●       | ●           |
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### Technique/Tool

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<tr>
<td>Multicultural media</td>
<td>Distribution of news releases to multicultural media to describe the project, explain timeline, highlight opportunities for involvement and comment, discuss culturally relevant issues and frame intended outcomes as they relate to culturally specific audiences.</td>
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<tr>
<td>Text messaging alerts</td>
<td>The act of typing and sending a brief, electronic message between two or more mobile phones or fixed or portable devices over a phone network.</td>
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<tr>
<td>Barrier removal</td>
<td>Locations that are easily accessible by transit and accessible for people with disabilities, child care, space for wheelchairs, designated seating for persons with hearing or vision impairments, and other accommodations upon request.</td>
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<tr>
<td><strong>Media Coordination</strong></td>
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<tr>
<td>Media release</td>
<td>Proactive coordination with TV, radio, newspaper, blogs, community, multicultural media and other media outlets to describe the program or project, explain its timeline, highlight opportunities for involvement and comment, discuss relevant issues and frame intended outcomes. The County generally issues a media release to notify the public of upcoming open houses, meetings, contract awards, or upcoming construction activities such as road closures, delays, or detours.</td>
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<tr>
<td>Newsfeed</td>
<td>Story to be shared with newspaper, radio and TV, blogs, social media for the purpose of generating coverage.</td>
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<tr>
<td>Media calendar listings</td>
<td>Event information sent to newspaper, radio, TV, blogs and social media that have some kind of calendar listing or web calendar to which they can post it to increase visibility.</td>
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<tr>
<td>Display ad or legal notice, radio ad or Public Service Announcement (PSA)</td>
<td>Newspaper ads or legal notices, especially in community-based papers, and radio ads or PSAs are used to announce project milestones or request formal public comment and refer recipients to detailed project information online.</td>
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<tr>
<td><strong>Public access cable</strong></td>
<td>Board of County Commissioners meetings are broadcast live and repeated on Tualatin Valley Community Television (TVCTV). TVCTV also provides Community Close Up and public service announcement programming that can be used to help get information out about department programs, projects and activities. The county may also utilize the video production capabilities of TVCTV based on an existing agreement between the county and TVCTV.</td>
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<tr>
<td><strong>Other tools or techniques to consider</strong></td>
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<tr>
<td><strong>Incentives</strong></td>
<td>Incentives may be provided to increase participation at open houses or public events such as providing free food and drinks, snacks or activities for children. Incentives such as gift cards can increase participation in filling out surveys or providing feedback.</td>
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<tr>
<td><strong>Stakeholder agency review</strong></td>
<td>Project staff may present project information to appointed committees or elected governing bodies of affected agencies. As necessary, the project team will determine the appropriate participant(s) from partner agencies, and ensure they are involved at the appropriate point in the project schedule. The County and participating agencies often enter into an intergovernmental agreement on a project. These agreements are adopted at regular, noticed public meetings of each participating agency.</td>
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</table>
Appendix E: Oregon Land Use Planning Goals 1 and 2

The following pages contain the text of Oregon’s Statewide Planning Goals 1 (Citizen Involvement; 4 pages) and 2 (Land Use Planning; 5 pages). Below are excerpts from Oregon’s Statewide Planning Goals & Guidelines, a document produced by the Department of Land Conservation and Development:

The Statewide Planning Goals
Since 1973, Oregon has maintained a strong statewide program for land use planning. The foundation of that program is a set of 19 statewide planning goals. The goals express the state’s policies on land use and related topics, such as citizen involvement, housing, and natural resources. Most of the goals are accompanied by “guidelines,” which are suggestions about how a goal may be applied. As noted in Goal 2, guidelines are not mandatory. The goals are, however, adopted as administrative rules (Oregon Administrative Rules Chapter 660, Division 015).

The Evolution of Oregon’s Statewide Planning Goals
Oregon’s statewide planning goals grew out of Senate Bill 10 in 1969. That bill established a basic program for statewide planning. It required local governments to draw up comprehensive plans, and it set forth 10 goals to guide cities and counties in their planning.

In 1973, the legislature replaced that basic program with a much more extensive one. With Senate Bill 100, the 1973 Legislature created the Land Conservation and Development Commission (LCDC) and directed it to establish new statewide planning goals and guidelines by January 1, 1975. The legislation listed 11 areas and activities which were to be given priority consideration as the new commission developed its goals.

After extensive public review, and dozens of public hearings and workshops, LCDC adopted statewide planning goals 1 through 14 in December 1974. The commission later adopted Goal 15 (for the Willamette River Greenway) in 1975, and goals 16 through 19 (on coastal resources) the next year.
GOAL 1: CITIZEN INVOLVEMENT

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.

The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.

Federal, state and regional agencies and special-purpose districts shall coordinate their planning efforts with the affected governing bodies and make use of existing local citizen involvement programs established by counties and cities.

The citizen involvement program shall incorporate the following components:

1. Citizen Involvement -- To provide for widespread citizen involvement.

   The citizen involvement program shall involve a cross-section of affected citizens in all phases of the planning process. As a component, the program for citizen involvement shall include an officially recognized committee for citizen involvement (CCI) broadly representative of geographic areas and interests related to land use and land-use decisions. Committee members shall be selected by an open, well-publicized public process.

   The committee for citizen involvement shall be responsible for assisting the governing body with the development of a program that promotes and enhances citizen involvement in land-use planning, assisting in the implementation of the citizen involvement program, and evaluating the process being used for citizen involvement.

   If the governing body wishes to assume the responsibility for, development as well as adoption and implementation of the citizen involvement program or to assign such responsibilities to a planning commission, a letter shall be submitted to the Land Conservation and Development Commission for the state Citizen Involvement Advisory Committee’s review and recommendation stating the rationale for selecting this option, as well as indicating the mechanism to be used for an evaluation of the citizen involvement program. If the planning commission is to be used in lieu of an independent CCI, its members shall be selected by an open, well-publicized public process.
2. Communication -- To assure effective two-way communication with citizens.
   Mechanisms shall be established which provide for effective communication between citizens and elected and appointed officials.

3. Citizen Influence -- To provide the opportunity for citizens to be involved in all phases of the planning process.
   Citizens shall have the opportunity to be involved in the phases of the planning process as set forth and defined in the goals and guidelines for Land Use Planning, including Preparation of Plans and Implementation Measures, Plan Content, Plan Adoption, Minor Changes and Major Revisions in the Plan, and Implementation Measures.

4. Technical Information -- To assure that technical information is available in an understandable form.
   Information necessary to reach policy decisions shall be available in a simplified, understandable form. Assistance shall be provided to interpret and effectively use technical information. A copy of all technical information shall be available at a local public library or other location open to the public.

5. Feedback Mechanisms -- To assure that citizens will receive a response from policy-makers.
   Recommendations resulting from the citizen involvement program shall be retained and made available for public assessment. Citizens who have participated in this program shall receive a response from policy-makers. The rationale used to reach land-use policy decisions shall be available in the form of a written record.

6. Financial Support -- To insure funding for the citizen involvement program.
   Adequate human, financial, and informational resources shall be allocated for the citizen involvement program. These allocations shall be an integral component of the planning budget. The governing body shall be responsible for obtaining and providing these resources.

GUIDELINES

A. CITIZEN INVOLVEMENT
1. A program for stimulating citizen involvement should be developed using a range of available media (including television, radio, newspapers, mailings and meetings).

2. Universities, colleges, community colleges, secondary and primary educational institutions and other agencies and institutions with interests in land-use planning should provide information on land-use education to citizens, as well as develop and offer courses in land-use education which provide for a diversity of educational backgrounds in land-use planning.

3. In the selection of members for the committee for citizen involvement, the following selection process should be observed: citizens should receive notice they can understand of the opportunity to serve on the CCI; committee appointees should receive official notification of their selection; and
committee appointments should be well publicized.

B. COMMUNICATION
Newsletters, mailings, posters, mail-back questionnaires, and other available media should be used in the citizen involvement program.

C. CITIZEN INFLUENCE
1. Data Collection - The general public through the local citizen involvement programs should have the opportunity to be involved in inventorying, recording, mapping, describing, analyzing and evaluating the elements necessary for the development of the plans.

2. Plan Preparation – The general public, through the local citizen involvement programs, should have the opportunity to participate in developing a body of sound information to identify public goals, develop policy guidelines, and evaluate alternative land conservation and development plans for the preparation of the comprehensive land-use plans.

3. Adoption Process – The general public, through the local citizen involvement programs, should have the opportunity to review and recommend changes to the proposed comprehensive land-use plans prior to the public hearing process to adopt comprehensive land-use plans.

4. Implementation - The general public, through the local citizen involvement programs, should have the opportunity to participate in the development, adoption, and application of legislation that is needed to carry out a comprehensive land-use plan. The general public, through the local citizen involvement programs, should have the opportunity to review each proposal and application for a land conservation and development action prior to the formal consideration of such proposal and application.

5. Evaluation - The general public, through the local citizen involvement programs, should have the opportunity to be involved in the evaluation of the comprehensive land use plans.

6. Revision - The general public, through the local citizen involvement programs, should have the opportunity to review and make recommendations on proposed changes in comprehensive land-use plans prior to the public hearing process to formally consider the proposed changes.

D. TECHNICAL INFORMATION
1. Agencies that either evaluate or implement public projects or programs (such as, but not limited to, road, sewer, and water construction, transportation, subdivision studies, and one changes) should provide assistance to the citizen involvement program. The roles, responsibilities and timeline in the planning process of these agencies should be clearly defined and publicized.

2. Technical information should include, but not be limited to, energy, natural environment, political, legal, economic and social data, and places of cultural significance, as well as those maps and photos necessary for effective planning.
E. FEEDBACK MECHANISM
1. At the onset of the citizen involvement program, the governing body should clearly state the mechanism through which the citizens will receive a response from the policy-makers.

2. A process for quantifying and synthesizing citizens' attitudes should be developed and reported to the general public.

F. FINANCIAL SUPPORT
1. The level of funding and human resources allocated to the citizen involvement program should be sufficient to make citizen involvement an integral part of the planning process.
PART I -- PLANNING

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

City, county, state and federal agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268.

All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. The required information shall be contained in the plan document or in supporting documents. The plans, supporting documents and implementation ordinances shall be filed in a public office or other place easily accessible to the public. The plans shall be the basis for specific implementation measures. These measures shall be consistent with and adequate to carry out the plans. Each plan and related implementation measure shall be coordinated with the plans of affected governmental units.

All land use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances.

Affected Governmental Units -- are those local governments, state and federal agencies and special districts which have programs, land ownerships, or responsibilities within the area included in the plan.

Comprehensive Plan -- as defined in ORS 197.015(5).

Coordinated -- as defined in ORS 197.015(5). Note: It is included in the definition of comprehensive plan.

Implementation Measures -- are the means used to carry out the plan. These are of two general types: (1) management implementation measures such as ordinances, regulations or project plans, and (2) site or area specific implementation measures such as permits and grants for construction, construction of public facilities or provision of services.

Plans -- as used here encompass all plans which guide land-use decisions, including both comprehensive and single-purpose plans of cities, counties, state and federal agencies and special districts.
PART II -- EXCEPTIONS
A local government may adopt an exception to a goal when:
   (a) The land subject to the exception is physically developed to the extent that it is no longer available for uses allowed by the applicable goal;
   (b) The land subject to the exception is irrevocably committed to uses not allowed by the applicable goal because existing adjacent uses and other relevant factors make uses allowed by the applicable goal impracticable; or
   (c) The following standards are met:
       (1) Reasons justify why the state policy embodied in the applicable goals should not apply;
       (2) Areas which do not require a new exception cannot reasonably accommodate the use;
       (3) The long-term environmental, economic, social and energy consequences resulting from the use of the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and
       (4) The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

Compatible, as used in subparagraph (4) is not intended as an absolute term meaning no interference or adverse impacts of any type with adjacent uses.

A local government approving or denying a proposed exception shall set forth findings of fact and a statement of reasons which demonstrate that the standards for an exception have or have not been met.

Each notice of a public hearing on a proposed exception shall specifically note that a goal exception is proposed and shall summarize the issues in an understandable manner.

Upon review of a decision approving or denying an exception:
   (a) The commission shall be bound by any finding of fact for which there is substantial evidence in the record of the local government proceedings resulting in approval or denial of the exception;
   (b) The commission shall determine whether the local government's findings and reasons demonstrate that the standards for an exception have or have not been met; and
   (c) The commission shall adopt a clear statement of reasons which sets forth the basis for the determination that the standards for an exception have or have not been met.

Exception means a comprehensive plan provision, including an amendment to an acknowledged comprehensive plan, that:
   (a) Is applicable to specific properties or situations and does not establish a planning or zoning policy of general applicability;
   (b) Does not comply with some or all goal requirements applicable to the subject properties or situations; and
   (c) Complies with standards for an exception.

PART III -- USE OF GUIDELINES
Governmental units shall review the guidelines set forth for the goals and either utilize the guidelines or develop alternative means that will achieve the
goals. All land-use plans shall state how the guidelines or alternative means utilized achieve the goals.

Guidelines -- are suggested directions that would aid local governments in activating the mandated goals. They are intended to be instructive, directional and positive, not limiting local government to a single course of action when some other course would achieve the same result. Above all, guidelines are not intended to be a grant of power to the state to carry out zoning from the state level under the guise of guidelines. (Guidelines or the alternative means selected by governmental bodies will be part of the Land Conservation and Development Commission’s process of evaluating plans for compliance with goals.)

GUIDELINES

A. PREPARATION OF PLANS AND IMPLEMENTATION MEASURES

Preparation of plans and implementation measures should be based on a series of broad phases, proceeding from the very general identification of problems and issues to the specific provisions for dealing with these issues and for interrelating the various elements of the plan. During each phase opportunities should be provided for review and comment by citizens and affected governmental units.

The various implementation measures which will be used to carry out the plan should be considered during each of the planning phases. The number of phases needed will vary with the complexity and size of the area, number of people involved, other governmental units to be consulted, and availability of the necessary information. Sufficient time should be allotted for:

1. collection of the necessary factual information
2. gradual refinement of the problems and issues and the alternative solutions and strategies for development
3. incorporation of citizen needs and desires and development of broad citizen support
4. identification and resolution of possible conflicts with plans of affected governmental units.

B. REGIONAL, STATE AND FEDERAL PLAN CONFORMANCE

It is expected that regional, state and federal agency plans will conform to the comprehensive plans of cities and counties. Cities and counties are expected to take into account the regional, state and national needs. Regional, state and federal agencies are expected to make their needs known during the preparation and revision of city and county comprehensive plans. During the preparation of their plans, federal, state and regional agencies are expected to create opportunities for review and comment by cities and counties. In the event existing plans are in conflict or an agreement cannot be reached during the plan preparation process, then the Land Conservation and Development Commission expects the affected government units to take steps to resolve the issues. If an agreement cannot be reached, the appeals procedures in ORS Chapter 197 may be used.

C. PLAN CONTENT

1. Factual Basis for the Plan
Inventories and other forms of data are needed as the basis for the policies and other decisions set forth in the plan. This factual base should include data on the following as they relate to the goals and other provisions of the plan:

(a) Natural resources, their capabilities and limitations
(b) Man-made structures and utilities, their location and condition
(c) Population and economic characteristics of the area
(d) Roles and responsibilities of governmental units.

2. Elements of the Plan
The following elements should be included in the plan:
(a) Applicable statewide planning goals
(b) Any critical geographic area designated by the Legislature
(c) Elements that address any special needs or desires of the people in the area
(d) Time periods of the plan, reflecting the anticipated situation at appropriate future intervals.

All of the elements should fit together and relate to one another to form a consistent whole at all times.

D. FILING OF PLANS
City and county plans should be filed, but not recorded, in the Office of the County Recorder. Copies of all plans should be available to the public and to affected governmental units.

E. MAJOR REVISIONS AND MINOR CHANGES IN THE PLAN AND IMPLEMENTATION MEASURES
The citizens in the area and any affected governmental unit should be given an opportunity to review and comment prior to any changes in the plan and implementation ordinances. There should be at least 30 days notice of the public hearing on the proposed change.

1. Major Revisions
Major revisions include land use changes that have widespread and significant impact beyond the immediate area, such as quantitative changes producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to industrial use; or a spatial change that affects large areas or many different ownerships.

The plan and implementation measures should be revised when public needs and desires change and when development occurs at a different rate than contemplated by the plan. Areas experiencing rapid growth and development should provide for a frequent review so needed revisions can be made to keep the plan up to date; however, major revisions should not be made more frequently than every two years, if at all possible.

2. Minor Changes
Minor changes, i.e., those which do not have significant effect beyond the immediate area of the change, should be based on special studies or other information which will serve as the factual basis to support the change. The public need and justification for the particular change should be established. Minor changes should not be made more frequently than once a year, if at all possible.
F. IMPLEMENTATION MEASURES

The following types of measure should be considered for carrying out plans:

1. Management Implementation Measures
   (a) Ordinances controlling the use and construction on the land, such as building codes, sign ordinances, subdivision and zoning ordinances. ORS Chapter 197 requires that the provisions of the zoning and subdivision ordinances conform to the comprehensive plan.
   (b) Plans for public facilities that are more specific than those included in the comprehensive plan. They show the size, location, and capacity serving each property but are not as detailed as construction drawings.
   (c) Capital improvement budgets which set out the projects to be constructed during the budget period.
   (d) State and federal regulations affecting land use.
   (e) Annexations, consolidations, mergers and other reorganization measures.

2. Site and Area Specific implementation Measures
   (a) Building permits, septic tank permits, driveway permits, etc; the review of subdivisions and land partitioning applications; the changing of zones and granting of conditional uses, etc.
   (b) The construction of public facilities (schools, roads, water lines, etc.).
   (c) The provision of land-related public services such as fire and police.
   (d) The awarding of state and federal grants to local governments to provide these facilities and services.
   (e) Leasing of public lands.

G. USE OF GUIDELINES FOR THE STATEWIDE PLANNING GOALS

Guidelines for most statewide planning goals are found in two sections—planning and implementation. Planning guidelines relate primarily to the process of developing plans that incorporate the provisions of the goals. Implementation guidelines should relate primarily to the process of carrying out the goals once they have been incorporated into the plans. Techniques to carry out the goals and plans should be considered during the preparation of the plan.